

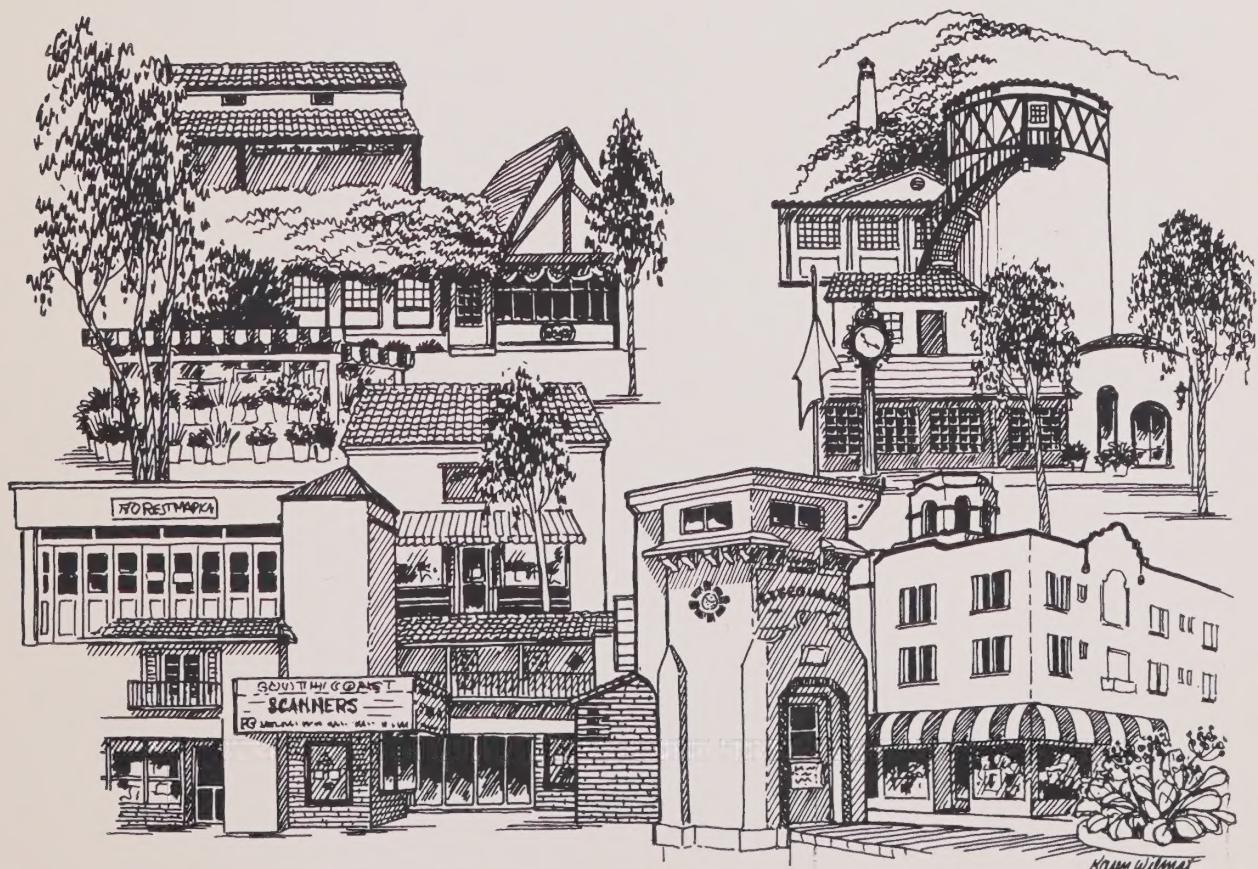
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LAGUNA BEACH DOWNTOWN SPECIFIC PLAN



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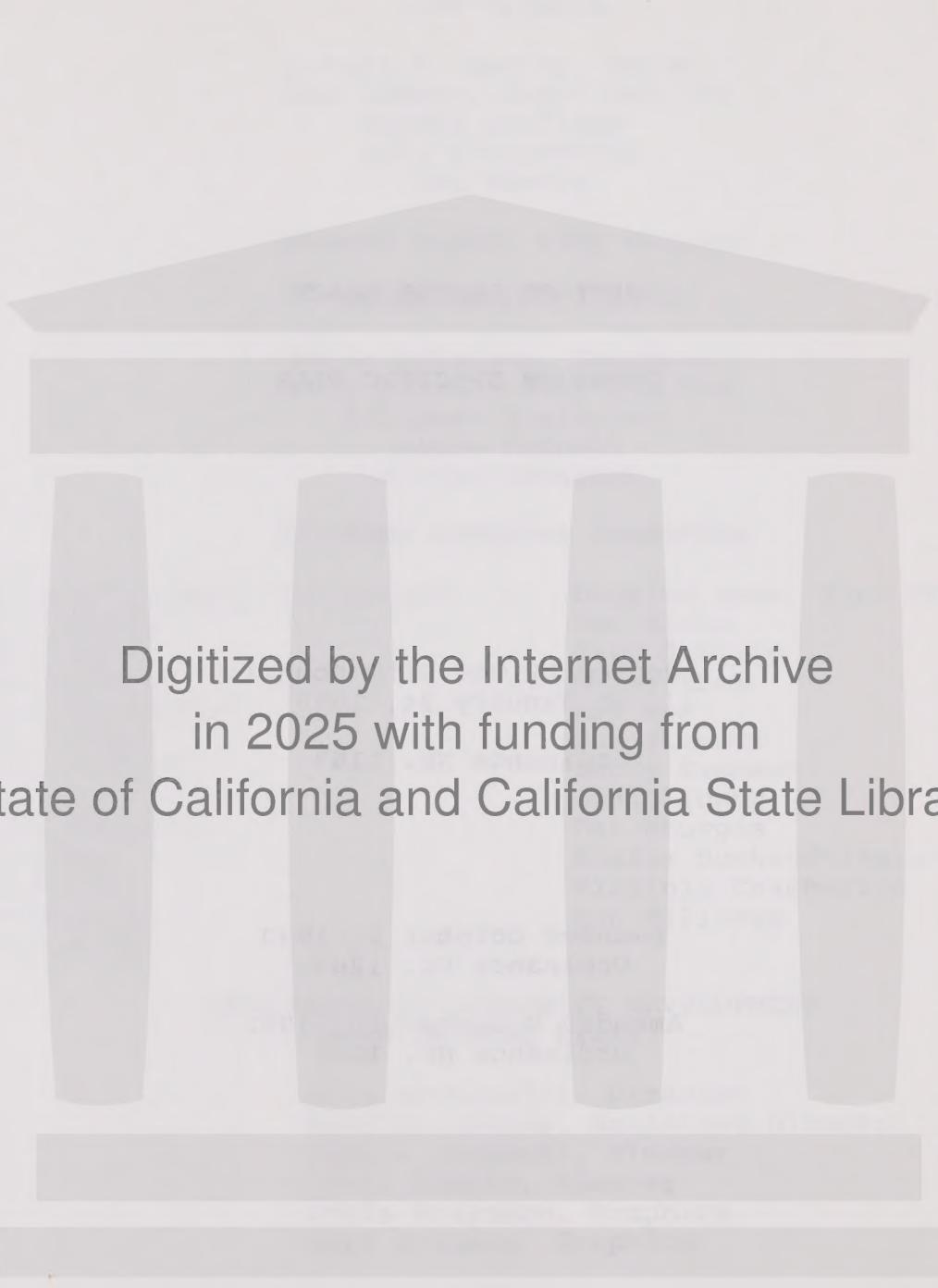
DOWNTOWN SPECIFIC PLAN

Adopted by the City Council
on January 24, 1989

Ordinance No. 1167

Amended October 2, 1990
Ordinance No. 1204

Amended December 15, 1992
Ordinance No. 1256



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DOWNTOWN SPECIFIC PLAN

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SECTION I. INTRODUCTION

SECTION I: INTRODUCTION

Laguna Beach is regarded as one of the most picturesque communities in Southern California. The unique, natural setting of Laguna Beach, which offers numerous scenic vistas of hillside and coastal areas, inherently shapes the basic identity of the community. The downtown, with its special character and intimate scale, is an integral part of that community identity. In recent years, there has been considerable concern about the changing character of this area. In order to maintain Laguna Beach as a community with a unique character, efforts must be made to protect the downtown with its eclectic mix of architectural styles, small-scale buildings, pedestrian orientation, rich variety of shops and services, and sense of community.

Intent and Purpose of a Specific Plan

The City formally recognized the need for a Downtown Specific Plan in 1983 with adoption of the Land Use Element of the General Plan. The Land Use Element examined the special planning needs of the City and designated the downtown area as the highest priority for a specific plan. This determination confirmed the City's interest in developing a comprehensive planning strategy for the downtown and recognized that more traditional zoning for this area would not provide for an effective long-term planning program.

Specific plans are among the most powerful planning tools authorized by the California Government Code. Specific plans are typically used for areas of special concern, for example, where unusual mixes of uses exist or where there are special environmental, economic or social conditions which need to be addressed. In contrast to conventional zoning, specific plans allow for more detailed regulations and can cover a broader scope of issues. In areas where joint public-private effort is needed, specific plans better coordinate the regulations governing private development with plans and ideas for public improvements.

The value of a specific plan is its adaptability to unique problems and issues. Specific plans allow a local agency to tailor the plan to the particular needs of the study area. Moreover, specific plans establish a comprehensive approach to planning and development issues by integrating community goals and policies, development standards, and capital improvement programs under one document. This approach ensures consistency and compatibility in the administration and implementation of the document. The comprehensive nature of the specific plan combined with its unique orientation to localized conditions makes this document a very useful and effective planning tool.

Legislative History and Authority

Section 65450 of the California Government Code allows local governments to prepare specific plans for the "systematic implementation" of the General Plan. In this context, the Specific Plan is a tool used to implement the provisions of general plan goals and policies. The Government Code establishes certain minimum requirements that must be addressed in a specific plan. These include a text and diagram that specify all of the following in detail:

1. The distribution, location and extent of the uses of land including open space within the area covered by the plan.
2. The proposed distribution, location and intensity of major components of public and private transportation, sewage, water, drainage, solid waste disposal, energy and other essential facilities proposed to be located within the area covered by the plan and needed to support the land uses described in the plan.
3. Standards and criteria by which development will proceed and standards for the conservation, development and utilization of natural resources where applicable.
4. A program of implementation measures including regulations, programs, public works projects and financing measures necessary to carry out the provisions of the preceding three paragraphs.

Description of Planning Area

The physical boundaries of the Downtown Specific Plan are delineated in Exhibit A. The Specific Plan covers the downtown basin of Laguna Beach and is generally framed by the Laguna Canyon Frontage Road, the Pacific Ocean, Legion Street and Cliff Drive, commonly referred to as the Central Business District. The Plan also encompasses the area called the "Central Bluffs" situated on the south side of South Coast Highway between Laguna Avenue and Sleepy Hollow Lane. The Central Bluffs are included in the physical boundaries of the Downtown Specific Plan due to its geographical and functional relationship with the Central Business District, although a separate specific plan will later be prepared for this area.

The City's downtown area is largely defined by existing topographic features which form a natural canyon or basin. This

EXHIBIT A

DOWNTOWN SPECIFIC PLAN

----- Planning Area Boundary

Ownership Patterns

Subdivision Patterns

0 50 100 200



condition has created a distinct central business district and has confined the outward limits of its size and identity. In addition, the boundaries of the Specific Plan attempt to recognize the functional and spatial relationships of the downtown including the inner Central Business District and associated peripheral areas.

Relationship to General Plan and Coastal Plan

The Government Code requires an evaluation of the relationship between a general plan and specific plans. The Downtown Specific Plan is intended to establish the framework and action plan to implement the goals and policies of the City's General Plan.

The Laguna Beach General Plan recognizes the unique character of the City as exemplified in the following language from the Land Use Element: "The total image of the City, however, is interwoven with the physical development of the community, such as architectural style, streetscapes, land marks, signage and recreational modes." The Land Use Element also addresses the unique conditions associated with the Central Business District. "The Laguna Beach Central Business District represents the commercial, economic and social center of the community. The Central Business District is physically separated from other regions of the City by steep topography and the Pacific shoreline. The physical isolation of the area enhances this identity and function as a community focal point. Due to the absence of design criteria and overall development plan for this area, the City has not developed consistent design standards to preserve the unique identity of the Central Business District."

As demonstrated in the above-extracts, the Laguna Beach General Plan recognizes the need for a comprehensive planning program to address the unique issues associated with the community's downtown area. The purpose of the Specific Plan is to provide the City with the ability to implement the objectives of the General Plan through a comprehensive planning program for the downtown.

Citizen Participation

Public participation has traditionally performed a valuable function in the planning process, particularly in reflecting community values and goals. This participation adds quality and credibility to planning studies and engenders public understanding in support for such plans. Citizen involvement played an instrumental role in the early development of the Downtown

Specific Plan. In order to study the various components of the Specific Plan, the Laguna Beach City Council initially formed a Citizen's Advisory Committee composed of representatives from various community groups - Village Laguna, Architects Association, Design Review Board, Planning Commission, Board of Realtors, Chamber of Commerce, Laguna Art Festival Board, League of Women Voters, Coalition of Neighborhood Associations, Laguna Beach Taxpayers Association, and the Downtown Merchants Association. The Committee's principle responsibility was centered upon the identification of significant planning issues and developing the policy base for the plan. The Committee also worked closely with the planning staff of the City in the development of urban design standards, specific development requirements and the implementing actions of the document.

Organization of the Plan

The Specific Plan is organized into six separate sections. The first section introduces the document and explains the intent and purpose of the plan. Section II describes the physical setting of the City's Central Business District. Section III explains the issues within the planning area and sets forth the policy framework of the Specific Plan. These policies establish the City's philosophy and attitude about the Central Business District. Section IV represents the urban design component of the document and features an urban design plan accompanied by comprehensive design guidelines for both public and private buildings and improvements. Section V contains the land use plan map and text which identifies and describes the distribution of land use categories in the downtown. The detailed standards and regulations for development also appear in this Section. The Specific Plan concludes with Section VI, an evaluation of the implementation program or action plan needed to achieve the goals and policies of the plan.

SECTION II. PROFILE OF DOWNTOWN CHARACTERISTICS

SECTION II: PROFILE OF DOWNTOWN CHARACTERISTICS

Historical Perspective of Development

During the 1840's, Laguna Beach was excluded from the two principle land grants in the area (Irvine and Moulton Ranches) and was open to squatting privileges under the homesteading laws of the 1800's. By 1890, Laguna Beach was gaining a reputation as a popular seaside resort. Although most vacationers would go to what is now Main Beach Park to camp, the downtown's first hotel had already been built on the site of the present Hotel Laguna.

By the turn of the century, a small town had formed with a drugstore, cafe, market and lumberyard. These were all located in the vicinity of what is now Forest Avenue. Forest Avenue, so named because Eucalyptus trees ran along it from the canyon to the ocean, was the first street to become paved. A building boom occurred in the 1920's. Beach houses were built, first in the bluff area around Main Beach and then up and down Laguna's coastline and canyons. Former vacationers were now becoming permanent residents. The rise in population increased the demand for goods and services which in turn encouraged more commercial development in the downtown area. Laguna Beach was incorporated in 1927 with a population approaching 1,500.

Even during those early years, Laguna Beach was developing a reputation as an art community. Since then, Laguna has continued to grow as an art center. Today, the well-known art festivals - The Pageant of the Masters, The Festival of Arts, The Sawdust Festival and Art-A-Fair - draw hundreds of thousands of visitors to the downtown area each summer.

The physical setting of the downtown, the flat delta area at the mouth of Laguna Canyon surrounded by steep canyons, with only two roads providing access, has created a somewhat isolated and self-contained village. The downtown is even physically separated from other regions of the city by steep topography and the Pacific shoreline. Historically, the central business district has provided a diverse mix of architectural styles and many small-scale buildings providing a wide range of goods and services. The unique charm of the downtown contributes immeasurably to the attractiveness of the coastal community.

Land Use and Zoning

Overview: The historic evolution of the downtown basin has created a diversified land use pattern that differs considerably in the age, size and architectural style of buildings. Over the years, a gradual transition in land use has occurred whereby older nonconforming commercial buildings and residential dwellings have been recycled or replaced with modern facilities.

Within the downtown area, the existing General Plan land use designation is ordinarily "Central Business District." (CBD). Other existing land use designations which apply to the downtown include "Commercial and Tourist Corridor," "Local Business/Professional," "Public Recreation and Parks," "Public/Institutional" and "Village High Density." Two small parcels on Broadway are designated "Village Low Density."

A range of zoning classifications appear in the downtown area. Zoning includes commercial districts C-1 and C-2, industrial districts M-1 and M-1A, and residential districts R-1 and R-3.

Existing land use is characterized by a broad range of commercial-related services, including visitor-serving uses such as restaurants, art galleries, custom boutiques, and local retail establishments catering to the needs of the resident population. In addition, the downtown supports an increasing amount of office/professional uses and financial buildings. Some light industrial uses exist in the downtown, primarily on the west side of Ocean avenue, north of Beach Street. Within the Specific Plan area, industrial uses also extend into the canyon along Laguna Canyon Road. Residential uses are located primarily on lower Cliff drive, although there are a few other parcels throughout the downtown which support residential uses, including several senior housing projects.

Nonconforming uses exist throughout the Downtown Specific Plan area in the form of residential structures in commercial zones or older, dilapidated commercial buildings. The majority of existing development in the Central Bluff area is nonconforming. As noted in the Land Use Element of the General Plan, the stock of commercial facilities may be expanded by rehabilitating and/or converting these nonconforming uses. Under-utilized and vacant properties, found on the Central Bluffs, certain areas along Glenneyre Street and the Central Business District, and adjacent to Laguna Canyon Road, appear to maintain a particularly strong redevelopment potential.

Diversity of Uses: Downtown Laguna Beach has historically served as the center of the City's business, civic, cultural, and other public activities and has come to represent the identity and heritage of the City. The diversity of uses within the downtown adds interesting dimensions and character to the area, which varies from street to street. The different characteristics of the downtown streets are described below with respect to the uses that they have traditionally supported.

1. Forest Avenue

Forest Avenue acts as the "Main Street" of downtown Laguna Beach. The street features an almost continuous string of retail businesses, most of which have their entrances immediately adjacent to the sidewalk. The street itself is somewhat narrow and the speed of traffic is relatively slow. Forest Avenue also provides some landscaping and street furniture in the public way. All these features help to make Forest Avenue a popular environment for pedestrian use and public activity.

The retail businesses on Forest Avenue cater to both residents (e.g. hardware, stationary stores) and visitors (e.g. gift shops, sportswear stores). The street also supports a number of small business offices located on the second floor. The intensity of uses is somewhat greater towards the southerly end of the street near Coast Highway.

2. Ocean Avenue

Ocean Avenue is located one block to the west of Forest Avenue, but the street has a very different orientation and atmosphere. The uses are generally less intense and more resident-serving. The most dominant uses are resident-serving retail businesses and commercial offices. The emphasis of the area north of Beach Street is on resident-serving businesses and includes numerous older residences.

3. Broadway

Broadway, the third of the three north-south streets through the downtown core, represents a different environment. Broadway serves as the initial segment of State Highway 133 and is consequently one of the widest and most heavily traveled streets in the downtown. This situation discourages casual pedestrian traffic, isolates uses on either side of the street, and interferes with easy access from one use to another.

The uses along Broadway are a combination of resident- and visitor-serving, featuring general retail uses, offices, and restaurants. The higher intensity uses occur more toward the southerly end of the street approaching Coast Highway. Broadway is particularly important in that it serves as the westerly anchor of commercial activity in the downtown.

4. Lower Cliff Drive

Lower Cliff Drive supports a single row of multiple-family residential buildings overlooking the activity centers of the downtown. Because the area is strictly residential and is located on a sloping bluff, it is not a functional or physical part of the main downtown activity center. The area does, however, possess a strong visual relationship with the downtown.

5. Coast Highway

The Specific Plan Area includes the segment of Coast Highway between Cliff Drive and Legion Street. Coast Highway supports one of the heaviest concentrations of pedestrian traffic within the downtown. The proximity of Main Beach also affects the type and extent of pedestrian traffic and the resultant types of uses. The uses along Coast Highway reflect a visitor-serving orientation as required by the California Coastal Commission. The most dominant uses include restaurants, specialty food and dessert shops, clothing stores, and other small retail businesses. The uses along Coast Highway have added importance because of the amount of pedestrian traffic and proximity to the oceanfront.

6. Central Bluffs

Located on the south side of South Coast Highway between Laguna Avenue and Sleepy Hollow Lane, the Central Bluffs occupy 2.5 acres of oceanfront property. The area is comprised of ten lots under six separate ownerships and currently supports a mixture of development, including older single-family residences, minor commercial and professional uses and the Hotel Laguna. Five properties are vacant. The area, in comparison with adjacent bluff top properties to the south, is generally underutilized and the majority of existing development is nonconforming.

The area plays an important role in giving the Downtown area its identity. The Hotel Laguna, built in 1930, has

been a landmark for visitors and residents alike. Other structures, such as several historic homes and an artist's studio village, provide the ambiance of a sleepy, seaside artist's colony. The natural terrain of the bluffs invites the passer-by to explore, reflect and stroll along its platform above the sea.

7. Glenneyre Street

The short block of Glenneyre Street between Forest Avenue and Park Avenue/Laguna Avenue carries substantial pedestrian traffic. The location of the Orange County Public Library at the corner of Glenneyre and Laguna Avenue serves as a focus for resident activity. Beyond Park and Laguna Avenues, the uses consist of a public parking garage and residential and office uses.

8. Second, Third, and Mermaid Streets

Although part of the downtown basin, the character of this area located just east of Forest Avenue is substantially different from the rest of the downtown. With few exceptions, all of the uses in the area are low-intensity, consisting of business offices and residences. Pedestrian and public activity in the area is also of a lesser intensity. Third Street carries a substantial volume of through traffic, but Mermaid and Second Streets handle only light amounts of local traffic, resulting in a relatively quiet environment.

This area is suitable and desirable for office, residential, and supporting retail uses without the interference and competition of more intensive commercial uses. In addition, this area provides a desirable transition between the main portion of the downtown and the residential areas to the east.

New development and remodeling efforts will have an impact on the overall character of this area. Moulton Playhouse will be located on the corner of Third and Mermaid; the Water District facilities on Third Street will undergo expansion; and the Security Pacific Bank building at the corner of Second and Forest Avenue is being remodeled and expanded to accommodate an underground parking structure and new retail uses.

9. City Hall / Village Entrance

Anchoring the northerly end of the downtown basin is the Laguna Beach City Hall and adjacent property referred to as the Village Entrance. The City Hall complex has become

very prominent and distinctive within the downtown. Although City Hall is an important node of public activity, it is a specific destination and is not an attraction which stimulates public activity and circulation.

The Village Entrance site immediately to the north of City Hall presently consists of parking areas, an electrical substation, and a portion of the City corporate yard. This area is important to the City for several reasons. The Village Entrance site visually identifies the entrance to the City. Future development of this area can capitalize on its special location and provide a very positive impression of the downtown. Finally, this area represents an important link between the summer art festivals and the Central Business District.

10. Laguna Canyon Road

Included in the Specific Plan Area is the end portion of Laguna Canyon Road as it enters the Central Business District. This area is not part of the main downtown basin, but still has an important relationship to the overall downtown. The area supports the City's three summer art festivals, which draw large numbers of people into the area on a seasonal basis, including many who circulate to and from the downtown area. Similar to the Village Entrance area, the Laguna Canyon Road site also acts to create an initial impression of the City to entering motorists.

Aside from the art festival grounds, the area supports a small number of retail commercial and light industrial uses. These uses are generally resident-serving and are largely dependent upon direct vehicular access.

Land Use Summary: The following table summarizes land uses in the Downtown Specific Plan area:

<u>Use*</u>	<u>Total</u>	<u>Percentage</u>
Residential	57	12
(Single-family)	(20)	(4.2)
(Multiple-family)	(37)	(7.8)
Office/Professional	101	21.4
Local Business	80	17.0
Visitor Serving	173	36.7
Mixed Use	18	3.8
Financial	9	1.9

Institutional	27	5.7
Industrial	7	1.5
Total Uses	472	100.0

*Based on 1985 data

U.S. Census Profile

A profile of the downtown population, housing and employment characteristics can be drawn from the 1980 Census.

Population: Approximately 2 percent of the total city population lives in the downtown area. The distribution of males/females across age groups for the downtown is similar to the citywide population distribution, with the exception of women aged 65 and over. For this age group, the percentage is twice as high as the citywide figure; approximately 18 percent of the downtown residents are women aged 65 and over compared to 9 percent of the citywide population.

Household Composition: The majority of households in the downtown are non-family or unrelated households. Of these, most are one-person households. The following table indicates household composition for the downtown:

<u>Household Type</u>	<u>Number</u>	<u>Percentage</u>
family	63	22.3
married family	(33)	(11.7)
male-headed family,		
no wife	(7)	(2.5)
female-headed family,		
no husband	(23)	(8.1)
non-family	220	77.7
one-person	(182)	(64.3)
two or more person	(38)	(13.4)
Total Households	283	100.0

There is a higher proportion of non-family (unrelated) households in the downtown area than in the rest of the city. Non-family households account for nearly 78 percent of downtown households but only 52 percent of households citywide.

Housing Characteristics: The majority of housing in the downtown is multi-family (81 percent), with most of the multi-family housing comprised of 5 or more units. Citywide, the percentage of multi-family housing is 35 percent. Not surprisingly, considering the multi-family figures, the

percentage of renter-occupied units in the downtown (75 percent) is substantially higher than the citywide figure (43 percent).

Employment: The Central Business District supports a labor force of approximately 1,824 employees, with 34 percent employed in the retail trade. The predominant industries in the downtown area are retail trade, finance, insurance and real estate services, professional services and personal services. The distribution of the downtown labor force is shown in the following table:

<u>Industry</u>	<u>Percent of Labor Force</u>
Retail Trade	34.0
Finance, Insurance & Real Estate Services	15.6
Professional Services	14.1
Personal Services	8.5
Transportation, Communication and Public Utilities	6.3
Manufacturing	5.6
Business and Repair Services	5.0
Construction	4.7
Wholesale Trade	2.4
Agriculture, Forestry and Fisheries	2.3
Public Administration	.8
Entertainment and Recreation Services	.7

Lot Configuration and Ownership Patterns

Early subdivision activity in Laguna Beach took place primarily between 1887 and 1925. The lot configuration found today in the Central Business District is largely the result of that early subdivision activity.

Within the downtown specific plan area, there are almost 500 lots held by about half as many property owners. Many of these lots are quite small, some measuring approximately 25' x 90' or less.

Much of the privately held property in the downtown is characterized by small lots and fragmented ownership. In contrast, publicly held property includes some very large parcels such as Irvine Bowl and Main Beach Park.

Properties held under public ownership are dispersed throughout the downtown and include the Glenneyre Parking Garage,

EXHIBIT B

DOWNTOWN SPECIFIC PLAN

Planning Area Boundary
Ownership Patterns
Subdivision Patterns

Off-Street Public Parking



note: numerals indicate number of parking spaces

several surface parking lots, the library, transit center, Laguna Beach County Water District facilities and a major portion of the Village Entrance site, including City Hall.

Parking and Circulation

Parking: The last full parking survey was completed in 1976. This survey identified 1,923 parking spaces in the Central Business District. With additional parking on the north and south sides of Laguna Canyon Road and also on Laguna Canyon frontage road, total parking in the Downtown Specific Plan area is in excess of 2,000. However, a parking deficiency caused primarily by the tremendous influx of visitors may occur during peak times, such as summer weekdays and weekends, holidays and weekends during other times of the year.

Many of the downtown parking spaces (948 out of the 1,923 spaces) are private off-street parking stalls which are only available to certain users (such as bank customers) and are not always fully utilized during peak parking periods.

Circulation: The two principal arterials providing access to Laguna Beach are Pacific Coast Highway (PCH) and Laguna Canyon Road (LCR). These arterials, which are under the jurisdiction of the California Transportation Authority (Caltrans), impact circulation in the Downtown Specific Plan area. Traffic volumes in the range of 150% over capacity occur on both Pacific Coast Highway and Laguna Canyon Road.

Traffic bottlenecks occur at every intersection in the Downtown Specific Plan area involving a local street and one of the two major arterials. In addition to the arterials, many of the local streets and local intersections are also congested. Motorists searching for parking opportunities add to the general level of congestion in the downtown.

Broadway, as an extension to Laguna Canyon Road, is a major access road to Laguna Beach and to Pacific Coast Highway. As a result, Broadway is congested during the summer months and the Beach/Broadway intersection is very difficult for pedestrians to cross due to high traffic volumes. The intersection of Forest Avenue/Park Avenue/Pacific Coast Highway creates congestion and conflicts between people and cars due to the the large number of pedestrians, high traffic volumes, and odd configuration of the intersection.

Pedestrian circulation is heaviest on Forest Avenue and Pacific Coast Highway. To a lesser extent there is pedestrian activity at the southern end of Ocean Avenue and Broadway

and along Glenneyre, Beach Street and Mermaid Street. At present there is less pedestrian movement along the northern ends of Forest Avenue, Ocean Avenue and Broadway; during the summer, however, this area carries heavy pedestrian traffic generated by the art festivals.

Landscape Features and Open Space Lands

The downtown is marked by significant landscape and open space features. Steep, undeveloped hillsides define the northern end of the downtown while the southern end is bound by the beach. Adjacent to the beach, the Central Bluffs rise nearly vertically some 50 feet above sea level.

Main Beach Park provides a unique and spectacular focus to the Central Business District. The wide expanse of beach, with boardwalk, volleyball and basketball courts, connects to Heisler Park to the west via a winding walkway landscaped with specimen trees and rose bushes. The El Paseo area at the eastern end of Main Beach Park provides a small playground, public restrooms, and a landscaped entry to the Park.

Other public parks in the Specific Plan area are Jahraus Park adjacent to Cliff Drive and a "pocket park" located next to the Forest Avenue parking lot. There is a small park with benches and plantings provided on the church site at the northeast corner of Second Street and Forest Avenue. A number of very small landscaped areas can be found throughout the downtown; most of these are maintained by the City.

Trees and an abundance of shrubs and vegetation within the coastal plain provide a natural, park-like setting. Historically, Eucalyptus trees lined Forest Avenue from the canyon to the ocean. There are two California Pepper Trees of notable size in the downtown. One is in the mini-park adjacent to the Forest Avenue parking lot. The other, growing in front of City Hall, has been designated a Heritage Tree. It is the only such designation within the Downtown Specific Plan area.

Urban Design Features

The attractiveness of the Central Business District is based on the variety of architectural styles, small-scale buildings, and pedestrian amenities.

Peppertree Lane is an area which seems to typify the Laguna Beach village character. This area, a connecting passageway between sidewalk and alley, is an intimate space for the pedestrian. The use of brick for the building facades and

passageway, small-scale architectural features, landscaping and lighting, as well as a variety of small shops, all contribute toward the overall effect.

There are many buildings in the downtown area which are listed in the City's Historic Resources Inventory and which make a notable architectural contribution to the village character. In fact, a number of these buildings, such as Eschbach's (305 Forest Avenue), the Ivy House, and Hotel Laguna, are eligible for inclusion in the National Register of Historic Buildings.

A fine example of a building with its original facade restored is the Pharmacy building on the southwest corner of Forest Avenue and Beach Street. Although the storefront is often the most important architectural feature of historic buildings, many older buildings in Laguna have had their historic value and character essentially destroyed through modernization of the storefront.

The City Hall complex, and Fire Station and the First Presbyterian Church are all examples of institutional buildings which blend with the village architectural fabric.

Street furniture and landscaping tucked into small areas enhance the pedestrian orientation of the downtown. Two seating areas that receive heavy use are located on Forest Avenue (one at the Forest/Glenneyre intersection and the other at the Forest/Pacific Coast Highway intersection). Also, a small area adjacent to the Glenneyre parking structure with benches and landscaping is often used.

Public Infrastructure and Utilities

Publicly owned facilities such as streets, water and sewer facilities, public buildings, and parks play a major role in shaping communities. In a developed area like Laguna Beach, particularly the Central Business District, where infrastructure systems are largely in place, public facilities assume a less important role in shaping the environment than would be the case in a rural or undeveloped area.

The majority of new development opportunities in the downtown area will occur on vacant or under-utilized parcels. Since this development is occurring in an established area, the City's capital improvement program focuses on maintaining the operating efficiency of existing infrastructure. This includes normal maintenance and repair and replacement of older facilities when necessary.

In contrast to other types of infrastructure which are generally adequate to handle existing levels of development, the storm drainage system is inadequate. To alleviate capacity problems, drainage improvements are planned as part of the Master Plan of Drainage, but most of these improvements are not in the downtown area. The City is working with the County on flood control improvements that would alleviate capacity problems with the Laguna Canyon Flood Control Channel, but these improvements would not likely be constructed in the near future (see floodplain discussion under Environmental Hazards).

Intergovernmental coordination is required for multi-jurisdictional projects such as the Laguna Canyon Flood Control Channel. Certain transportation infrastructure, Pacific Coast Highway and Laguna Canyon Road, also fall under multi-jurisdictional authority.

Although the existing infrastructure may be considered generally adequate, some modification may be necessary to support the goals of the Downtown Specific Plan. Modifications to improve the general level of amenities in the downtown could include alleyway drainage, paving and lighting, additional traffic signals, special street paving, and public park development.

Environmental Hazards

The downtown area is subject to certain environmental hazards, such as flooding, liquefaction and wave run-up.

Laguna Canyon Channel, which drains a 5,900-acre watershed, is the major watercourse through the city. The total drainage area is about six miles in length and averages about 1.4 miles in width. Nearly 80 percent of the watershed is characterized by a wide, hilly basin. This basin, in turn, funnels into a well-defined, narrow canyon which eventually opens onto the coastal floodplain. Most of the Downtown Specific Plan area is within that coastal floodplain (see Exhibit C).

Despite the Laguna Canyon flood control channel, flood damage to the downtown area could be substantial during years of unusually high rainfall. The flood control improvements can handle, at most, a 25-year storm; however, some sections of the channel have even less capacity. Since the downtown area is within the 100-year floodplain, it is evident that the present storm drainage system provides very inadequate flood protection.

EXHIBIT C

DOWNTOWN SPECIFIC PLAN

- Planning Area Boundary
- Ownership Patterns
- Subdivision Patterns

100-YEAR FLOODPLAIN



The 100-year storm represents the amount of run-off that would be produced by a storm that has a one-percent chance of occurring in any given year, or that would occur on an average once every 100 years. The flooding produced from a 100-year storm, termed the "base" flood, is the flood level used in flood hazard planning.

In the event of a 100-year flood in the Laguna Canyon watershed, flood waters would overflow the flood control channel and inundate portions of the downtown. This area, referred to as the 100-year or base floodplain, generally extends across the width of the downtown basin between Broadway and Mermaid Streets.

The downtown area is also subject to wave run-up. This type of flooding is typically caused by large swells produced by storms at sea occurring at high tide. Approximately every 10-15 years, waves wash up on Pacific Coast Highway between Broadway and Ocean Street. In the past, water and debris left by the waves have typically caused no damage to the commercial area, but Pacific Coast Highway has been blocked off to traffic. Main Beach Park has suffered damage from wave run-up and heavy sand deposition.

Most of the Downtown Specific Plan area is subject to an additional hazard related to earthquake liquefaction. Some soils can temporarily behave as a fluid during an earthquake and this is called liquefaction. Buildings, utilities, and transportation facilities may suffer great damage in areas which are subject to liquefaction.

Other hazards affecting smaller portions of the Specific Plan area are slope and bluff instabilities. Slope instability is of concern in areas where the underlying fill or surficial materials are loose and can become saturated or where foundation conditions vary greatly within one lot or between adjoining sites. For example, one portion of a site may be on sound bedrock and another portion on unsafe slide debris, thick residual soils, or loose fill. The area between Cliff Drive and Broadway and portions of the Irvine Bowl Park are subject to slope instability.

The western end of Main Beach and the Central Bluffs are subject to moderate bluff instability. The erosional processes, which cause the bluff instability, are precipitated by both natural forces and human activity. Erosion by wave action, wind, rain and geomorphic processes is natural and constant. Runoff over the bluff edge from irrigation and the introduction of man-made structures such as drainage outlets, fences and stairways cause bluff erosion. Other factors contributing to bluff erosion include introduction of non-native vegetation, pedestrian movement on the bluff face, grading of the bluff top, poor site planning and the lack of understanding bluff dynamics.

SECTION III. ISSUE STATEMENTS AND POLICIES

SECTION III: ISSUE STATEMENTS AND POLICIES

Introduction

As described in this section and elsewhere in this document, the downtown provides an important focus to the city's social, cultural, commercial, civic and recreational activities. The role of the downtown as the "heart" of the community is treasured by many residents. The policies established for the Downtown Specific Plan are for the purpose of maintaining and enhancing the downtown as it has functioned since the city's beginning. The policies serve as guidelines for decision-making and indicate direction, priorities, and a vision of the future.

Importantly, these policies set forth the framework for the evaluation of development plans, public and private improvements and the implementing actions of the Plan. In accordance with existing City requirements, projects that are reviewed and approved by the City must be found to conform to the policies of the Specific Plan.

This section provides a discussion of the specific issues that the Downtown Specific Plan addresses. Each discussion or issue statement is followed by one goal and a series of policies designed to achieve that goal.

Topic 1: Community Atmosphere

1. Village Character

Downtown Laguna Beach is typified by its limited-scale development and its diversified and historical forms of architecture. These qualities, in combination with the City's scenic natural setting, have produced a unique and specialized environment that has come to be referred to as "village character." As the term suggests, village character pertains to the physical form and image of Laguna Beach and the manner in which it is representative of a small traditional village.

An important aspect of the village character is that it has evolved from the natural course of the City's development, which entails a diversity of traditional and eclectic architectural forms. The village character is not, therefore, represented by any one particular architectural style or theme. The village character is best promoted through sensitive overall architectural designs that reflect essential qualities of human scale and traditional and historical styles of architecture.

The village character has come to be regarded as an aspect of Laguna Beach that most greatly reflects its identity and personality, thus giving a feeling of community. It provides the City with a sense of distinction to residents and visitors alike. An important part of that distinction is that the

Central Business District is unlike surrounding shopping areas in that it is a functioning downtown with municipal buildings, offices, churches, theaters, a public library and many unique shops rather than formula or chain stores.

2. Urban Design

Urban design can be defined as the visual and functional relationships between people and the physical environment. Urban design is based on the premise that the physical environment can be designed and that a desired physical form can be created through the use of various design methods.

Urban design has application to the entire outdoor environment. It involves the design and appearance of both public and private improvement and includes buildings, open space areas, streets, walkways and landscaping. In addition to relating to appearance and aesthetic appeal, urban design is also concerned with the overall effectiveness of outdoor space.

Downtown Laguna Beach is fortunate in that it already enjoys several benefits of a positive urban design. In particular, the scale of development, distinctive architecture, and pedestrian orientation of the downtown serve as foundations for good urban design.

Goal: Preserve and enhance the character and scale of the downtown.

Policies

1. Perpetuate the village scale by implementing the urban design guidelines which articulate the design goals of the City.
2. Promote or enhance the character and scale of the downtown by discouraging building intensification and/or expansion.
3. Discourage businesses with a mass-market presentation of products since these detract from the sense of distinction that is important to the downtown's identity.
4. Provide staff reports to the Design Review Board on significant projects in the downtown area.

Topic 2: Pedestrian Orientation

1. Building Design

The design of buildings should be both visually and functionally compatible with their surroundings, particularly in regard to adjacent buildings and nearby public activity areas (sidewalks, courtyards, etc.). In an intimate environment such as

downtown Laguna Beach, this also means that buildings should reflect a "human" scale and appearance. This is achieved by incorporating elements that allow persons to feel that buildings are inviting and do not have an overbearing impact on the immediate environment. Such elements include height, mass and bulk, overall visual relationships within the surrounding environment, designed details such as entryways, street orientation, and use of windows to stimulate public interest.

2. Small Open Spaces and Landscaping

An important complement to the urban design of buildings is the presence and design of adjoining open spaces and landscaped areas. Small open spaces such as courtyards, plazas, and "pocket parks" can help to improve the attractiveness and effectiveness of an area for public activity and pedestrian circulation. Such amenities also add diversity, interest, and relief in contrast to an environment that otherwise consists of buildings, streets, and sidewalks. These areas can also enhance pedestrian activity by offering attractive areas for resting and socializing.

Landscaping, either as part of an open space area or by itself, can also enhance the overall attractiveness and appeal of an area. Aside from its own aesthetic appeal, landscaping can also be effective in softening the visual image of buildings and improvements and in shaping the general attractiveness and interest of an area. The size of the landscaped area is not always critical. Where little or no landscaping exists, the introduction of small, well-designed landscaped areas can substantially enhance images and appearances.

3. Streetscape

The streets and sidewalks of the downtown comprise a substantial and prominent portion of its environment, and they have a considerable impact on the quality of the outdoor experience. The integrated design and appearance of the street, sidewalks and other public ways are referred to in urban design as the streetscape.

In some areas of the downtown, streetscape conditions exist which diminish the pedestrian experience. Heavy traffic and wide, congested intersections at several locations are intimidating and unattractive to pedestrians. Sidewalks on Forest Avenue are too narrow to accommodate the volume of pedestrian traffic and parking meters intrude on the walkway. Existing alleyways lack a pleasant pedestrian orientation even though they provide access from parking lots to the shopping areas.

Overall, the existing streetscape in the downtown has positive attributes. Most of the downtown streets are in proportion to adjacent buildings and improvements, and there are street trees and landscaping within the rights-of-way. However, further

improvements to the streetscape, including the use of trees and landscaping, would add focus and interest.

Goal: Ensure the continuation and enhancement of the pedestrian scale and orientation of the downtown.

Policies

1. Implement the design guidelines which strengthen the pedestrian orientation of the downtown.
2. Develop funding for streetscape improvements in the downtown.
3. Encourage the use of small spaces for landscaping and mini-parks.
4. Establish a recommended plant list for trees, shrubs, herbaceous materials and ground cover.
5. Eliminate existing parking meters and replace with a less obtrusive system of collecting parking fees.
6. Limit street level uses to uses that are pedestrian-oriented.
7. Improve pedestrian circulation in the downtown.
8. Encourage the appropriate use of outdoor display in the downtown through the use of applicable review criteria and through the reduction of the conditional use permit fee for outdoor display.

Topic 3: Resident Needs

The downtown represents the commercial as well as the physical, economic and social center of the City. For Laguna Beach residents, downtown provides an important visual and symbolic identity as the central focus of the community. Within the downtown, residents find shopping, recreational and cultural opportunities.

Downtown businesses offer a wide range of services: retail shops, offices, restaurants, specialty food stores, and both single-family and multiple-family residences. The mix of uses in the downtown lends diversity and provides for a range of activities, but it also creates competition for available building space.

One of the more pressing issues is the balance between resident- and visitor-serving uses. Downtown areas typically provide services and activities which are oriented toward the community residents. Laguna Beach, however, is also a popular visitor destination and the City's downtown is located in the midst of the visitor activity area. This combination has created a strong market for uses catering to visitors

in an area that is traditionally reserved and needed for resident-serving uses.

The balance of uses has been affected in recent years by the declining number of resident-serving businesses. Several factors have contributed to this decline. Some businesses have been lost when their leases ended and rents were substantially increased. Residents may not patronize the downtown businesses because there is an insufficient diversity of resident-serving uses, business hours are limited, and commercial areas outside the downtown (and outside the City) compete for the same shoppers. The traffic congestion and lack of available parking also discourages residents from using the downtown.

In addition to the balance of uses, the character of the individual uses is also an important issue. The downtown is unique in many ways compared to both the Central Business Districts of other communities and other commercial areas within Laguna. This uniqueness is, in part, attributable to the businesses which sell custom, one-of-a-kind, or hand-made goods.

A final issue concerns the consolidation of uses within a particular building. In many cases, different uses have been successfully combined within the same building. This mixed-use type of arrangement lends itself well to the village character of the downtown and allows for a variety of uses to be accommodated within a limited amount of area. A particularly desirable combination, in the heavy pedestrian traffic areas, is that of pedestrian-oriented uses on the street level, with less intensive office or residential uses on the second floor. Affordable senior citizen housing and artist live/work opportunities are both needed and compatible with this type of orientation.

Goal: Maintain and enhance a vigorous resident presence in the Central Business District.

Policies

1. Encourage resident-serving uses by designating certain areas of the downtown for that purpose.
2. Maintain present stock of resident-serving businesses and encourage the establishment of additional resident-serving businesses.
3. Improve resident access to downtown parking.
4. Provide incentives for resident-serving business.
5. Encourage a mixture of residential and commercial uses.
6. Encourage business activity in the downtown during early evening hours to benefit residents.

Topic 4: Tourist Needs

Laguna Beach draws over 3 million visitors each year. The art festivals, coastal recreation opportunities, shops, restaurants and the general ambiance of the community are the central attractions to visitors. Tourism especially impacts the downtown where the shopping, recreational and cultural opportunities converge. The California Coastal Commission requirements, through the City's Local Coastal Plan, limit the planning options available along Pacific Coast Highway to those uses defined as visitor-serving.

Tourists make special demands on the City, especially in the form of parking and circulation facilities, public safety personnel and beach maintenance. However, tourism also represents a significant contribution to the City's economy in the form of sales and tax revenue.

Maintaining a strong tourist industry is important to the City, but the need to maintain a strong tourist industry should be balanced with the need to retain the aesthetic qualities of the City. In the downtown, tourism can be served through enhancement of the existing pedestrian orientation and village character, support for a diversity of uses, and the maintenance of a strong cultural identity. Preserving the existing village character and pedestrian orientation may conflict with the objective to accommodate the traffic and parking demands generated by tourists. Balancing these potentially conflicting objectives requires innovative solutions.

Goal: Establish a viable year-round business community that is both resident-serving and long-term, tourist-oriented.

Policies

1. Encourage businesses which enhance the character of Laguna Beach and offer unique merchandise.
2. Attract long-term businesses and destination-oriented tourists, especially during the fall/winter and spring.
3. Encourage businesses to try new programs, including extending the hours they remain open, in an effort to appeal to more shoppers.
4. Publicize and distribute information about the local transit system and the location of available parking.
5. Establish a central location for the distribution of visitor-serving information.
6. Increase the number and availability of public restrooms.

Topic 5: Identity as an Art Colony

Even in its early days, Laguna Beach was known as an art community. That image has developed over the years and has become an integral part

of the community identity. Today, the City continues to maintain a strong artist population.

Maintaining a strong identity as an art community is an important part of supporting a strong tourist industry in the City. Maintaining that identity is also important to the residents who are artists and many other residents who enjoy being part of an art community.

The art festivals, art galleries, and community playhouse are all important components of the art community identity. In the face of rising land costs and general development within the City, the individual components of the art community image may be threatened and may need special encouragement and support from the City.

Goal: Retain a strong and visible identity as an art community.

Policies

1. Encourage art-oriented uses in the downtown.
2. Support art-in-public-places program.
3. Encourage the addition of site sculpture and/or art objects at the entryways to the City and other important public spaces.
4. Maintain Christmas Palette and seasonal banner program.
5. Support the tradition of summer art festivals.

Topic 6: Parking, Circulation and Public Transit

One of the most notable problems in downtown Laguna Beach is the deficiency of parking facilities. The City has adopted requirements for off-street parking that are considered adequate to satisfy normal parking demands generated by commercial businesses. A parking problem continues to exist since the majority of the buildings provide little or no off-street parking. These buildings were built before the City adopted off-street parking requirements and are consequently "grandfather." This means they receive a credit for parking which is not actually provided. This credit exists for the life of the building.

The parking problem is aggravated by the number of different user groups competing for parking spaces in the downtown. The user groups include residents, local and out-of-town shoppers, employees, recreationalists and festival-goers. Not all of these groups demand parking at the same time, but multiple parking demands exist especially during the summer and weekends. The City's parking requirements do not currently take into consideration the extra demand created by all of these groups.

Because many shoppers in the downtown visit several stores during the same trip, parking for the various independent uses is essentially

"shared" throughout the downtown. As a result, the overall parking demand generated by downtown shoppers is probably less than the sum of the individual parking requirements for each business. The benefit gained by this situation is lost because of employees, recreationalists and others who generate extra demand and because of the grandfather parking credits.

One possible means to achieve more efficient use of available parking is to continue to use the parking facilities of businesses after they have closed. This is particularly possible for the parking lots of uses that are normally closed on weekends and evenings. Almost half of the available parking spaces in the downtown (948 out of 1,923 total spaces) are located in private parking lots and are not always fully utilized during peak demand periods.

Another alternative used to provide additional on-site parking is the contribution of in-lieu parking fees. These fees are collected with the intent to provide consolidated public parking facilities; however, the current program charges substantially less than the fair market value of a parking space. Consolidated facilities can usually provide more parking within a smaller area since less area is consumed by access and maneuvering lanes relative to the number of parking spaces provided.

Parking areas pose potentially negative impacts in that they do not contribute positively to urban design and aesthetics. Perhaps the greatest potential impact associated with providing more parking in the downtown is the potential to worsen traffic congestion by drawing more cars into the local street circulation system.

Parking areas also pose possible impacts by virtue of their design and appearance. The concept of "tuck-under" parking (parking located at or slightly below grade in an area underneath a raised building) can have negative impacts. Parking structures or garages can also have potentially negative impacts. The presence of exposed parking at street level may substantially detract from the aesthetic quality of the pedestrian environment. These impacts may be minimized if vehicles are properly screened and sensitive architectural treatments are used.

Traffic on downtown streets reaches very heavy levels during certain periods (e.g. commuting hours and weekends). Since most downtown streets are narrow, traffic at times can become very congested. This is particularly true during the summer months when visitors and recreationalists further increase traffic.

Despite the periodic congestion, there is little opportunity to improve traffic flows by increasing the capacity of streets. Widening of downtown streets would also detract from the intimate scale of most of the streetscapes and the special character that this scale lends to the downtown.

As noted in the Local Coastal Plan, public transit provides the potential to reduce auto dependency and parking demands. An effective

transit program combined with peripheral parking is perhaps the best way of handling parking and circulation problems created by seasonal and weekend tourists. Laguna Beach is the only city in Orange County to operate a local transit program, including the operation of a very successful tram program during the summer.

Goal: Improve the traffic circulation and parking congestion in the downtown.

Policies

1. Locate all-day (visitor and employee) parking outside the central portion of the downtown.
2. Improve the identification and availability of parking which serves the Central Business District.
3. Encourage more efficient use of parking areas and maximize parking design and utility.
4. Locate additional parking structures on the periphery of the Central Business District.
5. Encourage the consolidation of parking for small businesses.
6. Develop a parking management plan that will address parking and circulation issues in the Central Business District, including a peripheral parking program for downtown employees.
7. Maintain and promote an effective local transit program and strengthen the summer tram program through improved publicity and other traffic management efforts.
8. Limit the sale of in-lieu certificates to no more than three per building site.

Topic 7: Historic Preservation

Downtown Laguna Beach was one of the first parts of the City to be extensively developed in the early 1900's. Many of the originally constructed buildings continue to remain today. The City's Historic Resources Inventory identifies a total of 67 historically significant structures in the Downtown Specific Plan area, including 19 buildings that have a rating of "Exceptional" (see Exhibit E). There is also a number of other older buildings in the downtown that do not appear on the Inventory.

Historic preservation is an important concern in the downtown because of its close relationship to other planning and design considerations. The historic buildings in the downtown display the City's architectural heritage and serve as models for preserving the downtown's character

EXHIBIT D

DOWNTOWN HISTORIC STRUCTURES

Address	Rating*	Type of Structure
1. 307 Cliff Drive	E **	Laguna Art Museum
2. 361 Cliff Drive	E **	Commercial
3. Jahraus Park	C	Park
4. 212 North Coast Highway	E **	Mixed Res/Comm
5. 241 Lower Cliff Drive	C	Residential
6. 298 Broadway	K	Church
7. 217 Broadway	K	Commercial
8. 496 Broadway	C	Mixed Res/Comm
9. 521 Forest and 527 Forest	K	Sewage Treatment Plant
10. 442 Ocean	C	Residential
11. 432 Ocean	C	Residential
12. 418 Ocean	K	Residential
13. 404 Ocean	K	Residential
14. 398 Ocean	K	Residential
15. 312 Ocean	C	Commercial
16. 278 Ocean	C	Residential
17. 419 Ocean	C	Residential
18. 162 North Coast Highway	E	Commercial
19. 226 Forest	K	Commercial
20. 230 Forest	E	Commercial
21. 234 Forest	E	Commercial
22. 280 Forest and 282 Forest	K	Commercial
23. 292 Forest and 294 Forest	K	Commercial
24. 302 Forest	K	Commercial
25. 326 Forest	K	Commercial
26. 384 Forest	E**	Commercial
27. 505 Forest	E	City Hall
28. 510 Forest	E	Fire Department
29. 306 Third	E	Water District Building
30. 477 Forest and 491 Forest	C	Commercial
31. 439 Forest	K	Commercial
32. 415 Second	E	Church
33. 305 Forest	E**	Commercial
34. 269 Forest	C	Commercial
35. 245 Forest and 255 Forest	K	Commercial
36. 241 Forest	K	Commercial
37. 202 Park	K	Commercial
38. 335 South Coast Highway	E**	Commercial

	Address	Rating*	Type of Structure
39.	300 South Coast Highway 320, and 340	E	Commercial
40.	373 South Coast Highway	K	Commercial
41.	326 Glenneyre and 328 Glenneyre	K	Commercial
42.	349 Third	C	Residential
43.	359 Third	K	Residential
44.	368 Third	K	Residential
45.	374 Third	C	Residential
46.	386 Third	C	Residential
47.	390 Third	C	Residential
48.	394 Third	C	Residential
49.	398 Third	C	Residential
50.	407 Mermaid	C	Residential
51.	393 Mermaid	K	Residential
52.	357 Mermaid	K	Residential
53.	347 Mermaid	C	Mixed Res/Comm
54.	412 Glenneyre	E**	Residential
55.	424 Glenneyre and 428 Glenneyre	E	Residential
56.	564 Ramona	C	Residential
57.	580 Ramona	K	Residential
58.	564 Ramona	K	Residential
59.	400 South Coast Highway	E	Commercial
60.	424 South Coast Highway	C	Commercial
61.	448 South Coast Highway	K	Commercial
62.	470 South Coast Highway and 472 South Coast	K	Commercial
63.	425 South Coast Highway	E**	Commercial
64.	509 South Coast Highway	K	Residential
65.	513 South Coast Highway	C	Residential
66.	535 South Coast Highway	C	Mixed Res/Com
67.	629 South Coast Highway	E	Residential

NUMBER OF STRUCTURES

E RATED - 19

K RATED - 27

C RATED - 21

TOTAL 67

* RATING KEY

E - EXCELLENT K - KEY C - CONTRIBUTIVE

** ELIGIBLE FOR THE NATIONAL REGISTER OF HISTORIC STRUCTURES

into the future. In addition, much of the village character and many of the urban design recommendations for the downtown are interrelated with the preservation of historic structures and the types of architectural styles that are represented by them.

Goal: Preserve historically significant buildings in the downtown.

Policies

1. Provide incentives for re-use of historically significant buildings.
2. Establish and implement guidelines for remodeling or renovating historically significant buildings.
3. Discourage demolition of historically significant buildings.

Topic 8: Hazard Planning

Of the environmental hazards potentially affecting the downtown, the flood hazard is of greatest concern.

Downtown Laguna Beach is subject to possible flooding due to over-flowing of the Laguna Canyon flood control facilities during a major flood event. The depth of flooding in most areas of the downtown would not be tremendous, but it would still present a safety hazard and property damage risk. Along the alignment of the flood control channel, it has been calculated that a 100-year storm would produce flood heights of approximately one to two feet at Forest Avenue, two to three feet at Beach Street, and three to four feet at Coast Highway. The flood heights decrease toward the perimeter of the floodplain.

To qualify for federal flood insurance and to protect against 100-year flood hazards, the City has adopted federally-developed standards for construction in floodplain areas. For the reconstruction in floodplain or replacement of existing commercial buildings with no increase in building area, the requirements only necessitate that the building be "floodproofed." This entails incorporation of special measures to seal the building from being inundated by floodwaters.

The standards for new or expanded buildings and substantial improvement of residential buildings require the ground floor to be constructed at least one foot above the 100-year floodplain elevation and that no net increase in the impedance or level of floodwaters result. The most common way of accomplishing this is to construct the building on a pier foundation system that allows floodwaters to flow underneath the building.

A few buildings in the downtown, such as the Lumberryard Mall on Forest Avenue and the Loge Building (489 Ocean Avenue), have been constructed within some of the constraints of the current floodplain regulations. Other new development, such as the Plaza Building (303 Broadway) and

the Security Pacific Building (corner of Forest and Second), have not been required to comply with the floodplain regulations due to their status as remodels.

The incorporation of flood mitigation measures into buildings not only increases construction costs but also has the potential to detract from aesthetic and urban design objectives. In particular, the raising of buildings on pier foundations can increase height, impair the ability to create pedestrian orientation and interest, and diminish the overall attractiveness and effectiveness of the building design. Buildings faced with complying with these requirements will need to be designed with extra sensitivity to attempt to overcome these potential adverse effects as much as possible.

Other city documents, such as the Seismic and Public Safety Element and the Land Use Element of the General Plan, provide numerous goals and policies applicable to hazard planning, and the Municipal Code contains requirements for geologic and hydrologic analysis for construction on existing, subdivided lots.

Goal: Balance design considerations and aesthetics with environmental hazard constraints.

Policies

1. As part of the design review process, balance the federally mandated flood plain regulations with the need to retain the aesthetic qualities of the downtown.

Topic 9: Land Recycling

Most of the downtown property is already developed with only a few parcels remaining vacant. Recycling of these properties would allow new development to occur. Since many of the downtown properties are under-utilized according to present zoning standards, more intensive development could result from the recycling process. Increasing land costs provide further pressure to intensify development.

Buildings in downtown Laguna Beach have historically been of a limited and small scale, and the lack of tall, overbearing building heights has provided a very "human" scale and feeling to the downtown. This limited size and scale of development has formed the village character image of the downtown.

The limited scale and low building heights are an outgrowth of the City's original development as a small, seaside town and are still reflected in the downtown's older buildings. Small parcel sizes have contributed to the limited scale of development. Most of the originally subdivided parcels are less than 4,000 square feet in size. The majority of the older downtown buildings were constructed either on one lot or a few combined lots. The result has been buildings that are relatively small in overall size in addition to being low in height.

Because of the small lots, most buildings cover the majority, if not all, of the lot area. Although open space and parking areas are consequently lacking on these sites, the small lots have created extensive sidewalk frontages with direct sidewalk orientation. This has helped to encourage pedestrian and street activity.

Recently, several lots have been consolidated to form larger building sites, resulting in larger buildings with more overall size and mass. Most instances of lot consolidations and larger scale development have occurred north of Beach Street.

Subdividing an existing building into a mall-type development is a form of recycling that can also affect the village character. Dividing an existing building into smaller units intensifies the parking demand and potentially affects the architectural integrity of the original building.

Economic pressures left unrestricted will dictate the ultimate conversion of vacant or under-utilized property to more intense uses. The growth potential of existing vacant and under-utilized properties could collectively affect the village character of the downtown. The City must monitor land recycling in the downtown to ensure that a balance is maintained between the benefits of redevelopment and the costs due to aesthetic impacts and infrastructure and service demands.

The recycling of land could also impact the social structure of the community by displacing senior citizens and/or lower-income residents and replacing the rich diversity of small, specialty shops, which sometimes cannot compete against rising tenant costs associated with redevelopment.

Goal: Ensure that land recycling in the downtown maintains the village character.

Policies

1. Discourage intensification which eliminates or reduces existing housing opportunities in the downtown.
2. Discourage intensification which will result in the displacement of unique and/or resident-serving shops which contribute to the village character.
3. Evaluate cumulative effects of intensification on city services and infrastructure.
4. Discourage lot consolidation that conflicts with the small lot development pattern characteristic of the Central Business District.
5. Preserve the historic downtown development pattern of small buildings on small lots.

6. Discourage the subdivision of existing buildings unless it contributes to the achievement of policies set forth in this document since such subdivision is an intensification of use.

Topic 10: View Preservation

The protection and enhancement of significant public views is an important urban design issue. The hillsides and oceanfront that border and surround the downtown provide many prominent scenic views. These views can be hindered or enhanced depending upon the respect and attention they are given as part of the design process.

Proper consideration of views involves both creating and preserving view corridors. It further involves protecting against the blockage or interference of significant views by the insensitive siting of buildings. Sensitive design concepts can also enhance public views by highlighting or framing them with design components.

The views encountered most often from downtown streets and sidewalks are those of nearby hillsides and narrow view corridors to the beach and ocean. These views lend a first-hand sense of the natural environment and contribute substantially to the enjoyment of the environment.

Goal: Preserve the downtown views of the hillsides, beach and ocean.

Policies

1. Limit building envelopes so that important public views are preserved.
2. Incorporate view preservation considerations into the design review process.
3. Consider impact of tree selection and maintenance on views.

Topic 11: Housing

Very few vacant parcels exist and land that is vacant is characterized by high commercial land values. Because market conditions make commercial projects much more attractive than residential projects, incentives for new housing in the downtown may be necessary.

Existing downtown housing opportunities are primarily limited to multiple-family rental units. The single-family dwellings that are in the downtown are usually listed in the City's Historical Resource Inventory of significant structures. Economic pressure for recycling of the structures from residential to commercial uses could result in the loss of these existing residences.

One way to compensate for the loss of residential units is to encourage the "caretaker's unit" concept where a portion of the house, which is being converted to commercial use, is reserved and maintained as a residential unit. Another possibility is the requirement for mixed-use developments, reserving the second floor for residential use. It may also be desirable to encourage the conversion of second story commercial uses to residential uses. Incentives could be offered for conversions, such as reduced building permit fees or parking credits.

Providing affordable senior citizen housing has been identified as a high priority in recent years. The Housing Element of the City's General Plan identifies 37.5 percent of elderly households as being very low income. It also estimates that there are 833 low- and moderate-income elderly households that are overpaying for housing. This represents nearly ten percent of all households in Laguna Beach. The General Plan identifies possible locations for low- and moderate-income housing projects which are located within the downtown area.

Goal: To preserve and enhance housing opportunities in the downtown area.

Policies

1. Provide publicly-financed, low-income senior citizen housing.
2. Promote the development of low-income senior housing such as the Federal Government Section 8 Housing Program by private industry by making available density bonuses, reduced development standards, financial assistance (in-lieu housing fees) and other appropriate measures.
3. Encourage a mixture of residential and commercial uses within a single building. Artist live/work would be an especially desirable option.
4. Encourage caretaker units, mixed use developments, and conversions of second story, commercial uses to residential units.

Topic 12: Village Entrance

This area covers the City Employee Parking Lot and Corporation Yard, and potentially the Lumberyard Mall Parking Lot, all located to the northeast of the Laguna Canyon Road/Forest Avenue intersection. The area is composed of several large parcels covering approximately five and one-half acres. The Village Entrance site serves as a gateway to the community from Laguna Canyon Road but in its present condition presents an unattractive entry and discourages pedestrian movement to the north end of town. Laguna Canyon Road is a wide, busy highway which generates high noise levels and inhibits pedestrian movement between the art festival sites, the Village Entrance, and the main downtown activity center.

Goal: Ensure that planning for the downtown addresses the special problems of the Village Entrance.

Policies

1. Create at the entrance to the City (Village Entrance) an attractive focus for community social, cultural and recreational facilities.
2. Encourage the extension of pedestrian activity further north along Forest Avenue, Ocean Avenue and Broadway connecting with the Village Entrance site and providing an important link between festival areas and the central downtown.
3. Develop a master plan for the Village Entrance area. Prohibit any permanent development on the site until such a plan is adopted.
4. Apply General Plan policies and standards of the Downtown Specific Plan to the Village Entrance area until a master plan is adopted.

Topic 13: Central Bluffs

The Central Bluff's unique proximity to Main Beach Park and the Central Business District and its natural, physical beauty and special pedestrian amenities mandate sensitive planning efforts. The characteristic land forms, ocean views, historic structures and low-scale development give the area its identity as a unique stretch of Southern California coastline.

This area presents a unique opportunity to create a land use pattern that combines and balances sensitive environmental features, public amenities and new development. The physical and historical prominence of the area requires careful attention to site planning details and implementation of community goals and policies. In addition to the goals and policies and design guidelines set forth in this document, the Central Bluffs area is also specifically addressed in the General Plan particularly in regard to urban design, view preservation, coastal land features, natural hazards, pedestrian access/orientation, visitor-serving uses, historic preservation and shoreline protection.

Goal: Ensure that planning for the downtown addresses the special problems of the Central Bluffs.

Policies

1. Apply General Plan Urban Design standards of the Downtown Specific Plan to the Central Bluffs.

2. Implement the special planning and design criteria that are set forth in the Central Bluffs Land Use District.
3. Coordinate with property owners to promote coordinated development for the Central Bluffs area which incorporates the special planning and design criteria set forth in the Land Use District.
4. Enhance existing view corridors and ensure that new development incorporates new viewshed opportunities.
5. Prevent bluff erosion by ensuring that new development balances design considerations with aesthetics and environmental constraints.
6. Require that expansions or new development incorporate building design features which are low-profile, low-intensity, sensitive to topographic features and articulated along Coast Highway to provide interest and relief to the streetscape.
7. Encourage any expansion or new development to incorporate pedestrian access and amenities.
8. Promote the unique character and viability of the Central Bluffs by encouraging redevelopment that provides a diversity of retailing, socializing, entertainment and special event activities.
9. Encourage the preservation and adaptive reuse of historically significant structures.
10. If a proposed Planned Integrated Development incorporates amenities and/or benefits to the City beyond those required in the property development standards, then the City may consider and approve changes to the property development standards and special planning and design criteria as set forth in the Property Development Standards section of the Land Use District. These amenities and/or benefits should be ones that enhance the public access and enjoyment of the area.
11. Develop design standards for improvements to dedicated accessways.

SECTION IV. URBAN DESIGN

SECTION IV: URBAN DESIGN

Introduction

A major objective of the Specific Plan is to enhance the special aesthetic qualities of the downtown and to make the area more pleasant, attractive, and functional. These objectives are largely achieved through the implementation of urban design standards and improvements. This section sets forth a specific program for urban design in downtown Laguna Beach.

The Urban Design Program is divided into two segments. The first segment is the Urban Design Plan which establishes recommended improvements principally for the public areas of the downtown. The second segment consists of Urban Design Guidelines. These guidelines set forth the design measures that should be followed for all buildings, improvements and other facilities in the downtown.

Urban Design Plan

The Specific Plan is intended to enhance the unique design qualities in the downtown, preserve diversity, strengthen the pedestrian orientation and create a distinct physical environment. Urban design measures can be effectively used to accomplish these objectives. The Urban Design Plan is a graphic representation of various physical design features. The Plan provides an overall visual perspective of how these improvements can shape and form the aesthetic qualities of the downtown. The measures depicted on the Plan are proposed for implementation through the Capital Improvement Program described in Section VI of the Specific Plan. Described below are the primary features of the Urban Design Plan.

1. Textured Crosswalks and Street Intersections

The street intersections and crosswalks in the downtown are strategic in that they have broad visual exposure and accommodate the circulation of both pedestrians and motorists. The Urban Design Plan recommends that all crosswalks and most intersection areas be treated with special paving. The special crosswalk paving (brick or other textured material) will help to define and direct pedestrian circulation. The intersection paving will help define arrival into the downtown area for motorists, as well as add visual interest to the streetscape. The intersection of Forest Avenue and Laguna Canyon Road in particular is recommended to be reconfigured to create a distinct visual image at the entryway to the downtown.

2. Traffic Signals

The Urban Design Plan recommends the study of two new traffic signals - one on Laguna Canyon Road at the entrance to the Festival of Arts grounds and the other at the intersection of Broadway and Beach Street. Pedestrian circulation and vehicular



LAGUNA BEACH

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turning movements are substantially impaired at these locations due to heavy traffic volumes. The proposed traffic signals could alleviate these problems.

3. Landscape Improvements

Special landscape improvements are recommended for certain locations in the downtown. The Village Entrance area is recommended to receive special treatment as a means to strengthen and enhance the image and appearance of that area as a gateway to the City and the downtown. The Plan also calls for extensive landscaping along Broadway in order to create a "boulevard" effect. This will help to create new pedestrian interest and extend the entryway treatment further into the downtown. Landscape treatments are also called for along the outer perimeters of parking areas to soften their visual impact as viewed from adjacent sidewalks. A program to implement landscape improvements in the downtown should include development of a list of approved plant materials.

4. Sidewalks

As the primary carriers of pedestrian traffic, sidewalks should be both functional and attractive. The Urban Design Plan consequently recommends the incorporation of special paving materials into sidewalks wherever feasible. Standards for sidewalk treatment are detailed in the City's construction standards and specifications for construction of public works. It is also recommended that parking meters along Forest Avenue be moved and consolidated to create easier pedestrian movement.

5. Alleyway Treatments

With certain improvements, alleyways in the downtown can be made into attractive pedestrian passageways and in the process create new interest and dimensions in the downtown environment. The Urban Design Plan recommends that downtown alleyways be enhanced by special treatment of trash and loading areas, paved with special materials, landscaped, and lighted to encourage pedestrian usage.

6. Street Lighting

The Urban Design Plan recommends placing utility wires underground and installing new street lighting using ornamental poles. The new 15-foot high street lights would be substantially shorter and more aesthetically pleasing than the existing 30-foot poles.

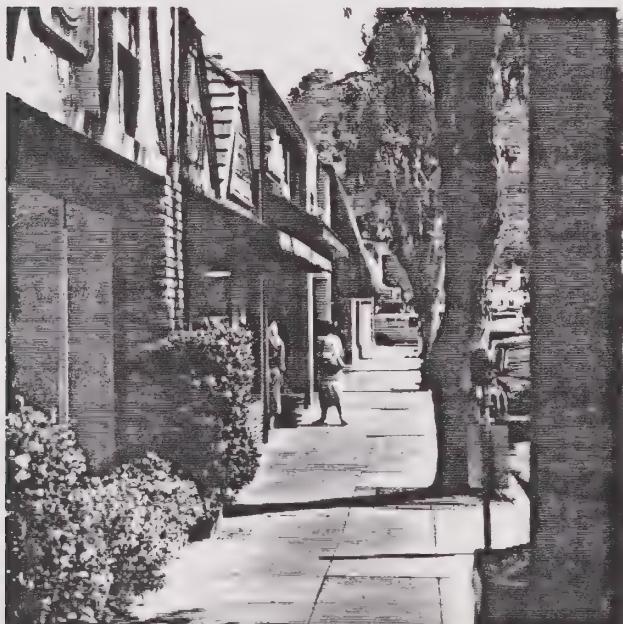
Urban Design Guidelines

The Urban Design Guidelines are composed of written statements which articulate the City's basic design philosophy. The guidelines also include photographs of buildings and improvements in the downtown which visually communicate these design objectives. Importantly, the Design Guidelines establish the goals and concepts for good design and provide the framework for the City's design review process. Well designed buildings, landscaping and public open spaces reflect the quality and values of a community, enhance the visual character of the City and increase building and property values. A major emphasis of the guidelines is on the architectural form, detail of buildings and landscaping. The design of open spaces, parking areas, and signs are also addressed. The guidelines provide for necessary latitude in the Design Review process since the evaluation of building design includes the application of judgment and discretion. The guidelines focus on the composition of good design and represent the design interests and priorities of the City. Each project that requires Design Review must be consistent with these guidelines.

SITE RELATIONSHIPS AND VIEWS

DESIGN POLICY

Require building mass, placement and setback relationships to be functionally and aesthetically compatible with their surroundings.



DESIGN GUIDELINES

1. The impact on important views to natural features or landmarks should be considered in site design. Buildings should be positioned to "frame" views rather than obstruct them. Important view corridors to the ocean or hillsides must be protected.
2. The site design should demonstrate concern for energy conservation and access to sunlight.
3. Buildings should be sited to integrate with the pedestrian circulation network.

4. Buildings should be sited to take advantage of mountain, ocean and surrounding hillside views.
5. Building forms must step with and reflect the land forms on which they are built.

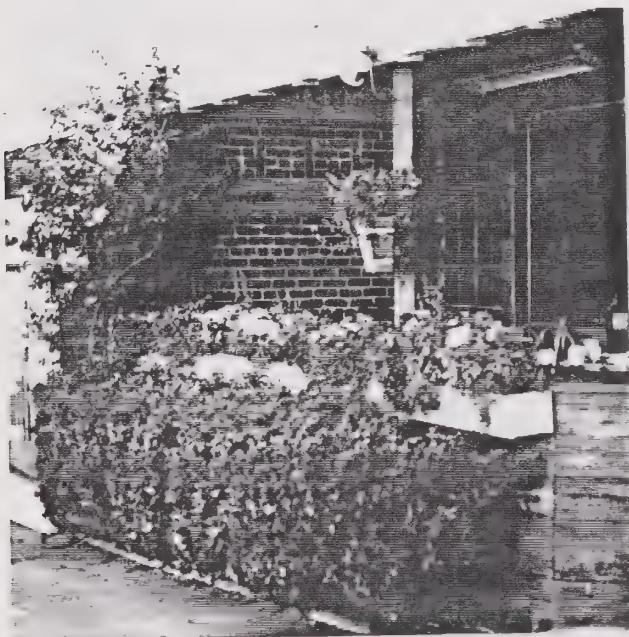
Terracing of buildings tends to diminish the mass and may provide opportunities to conceal parking or mechanical equipment.
6. Mechanical equipment, trash, and loading and storage areas should be screened from public view.
7. Parking structures and surface lots must be located to minimize impacts on major pedestrian ways.
8. Safe maneuvering of delivery vehicles must be considered in building and site design.
9. Structures must complement the general design and bulk of buildings in surrounding areas. New buildings must be sympathetic to the scale, form and proportion of older development.
10. Design repetition that results in the appearance of sameness between structures must be avoided.

11. Parking garages and tuck-under parking often diminish the walking and shopping experience of a pedestrian-oriented environment. Discourage parking that is visible to the sidewalk pedestrian wherever possible.
12. Preservation of historically significant buildings, as identified in the City's historic resource inventory, shall be promoted.
13. As part of the design review process, drawings, photographs or models showing how the proposed structure or changes will relate in scale and architectural detail to the existing streetscape should be provided.
14. As part of the design review process, scale models should be required for all significant projects.

LANDSCAPING/STREETSCAPE

DESIGN POLICY

Ensure that landscaping is an important part of overall site and building design and not merely treatment for leftover space.



DESIGN GUIDELINES

1. Landscaping can be in the form of planting beds, raised planters, containers or window boxes when they do not intrude in the public right-of-way.
2. Landscaping can help to identify entrances, separate outdoor dining areas, or shade courtyards.
3. Special paving such as brick, stone or tile can be used to identify store entrances and provide a visual link with the streetscape.
4. Landscaping can be used to screen trash, equipment, storage and loading areas from public view.
5. Where buildings are set back from the sidewalk or alley, landscaping can be used to treat both the setback area and the exposed walls of adjacent buildings.
6. Trees, planting beds or raised planters can help define the sidewalk edge but must not impose a hazard to pedestrians.

7. Benches, kiosks or artwork should be incorporated into the landscaping as amenities to pedestrians.
8. Nighttime illumination of landscaping, paths, trees or artwork can contribute to the safety and beauty of the downtown.
9. Important existing trees should be preserved.
10. Landscaping should be an important component of parking lot design. (See parking.)
11. Landscaping must be selected and maintained at a scale that is consistent with the building site and the overall pedestrian scale of the downtown.
12. Landscape plans must be submitted as part of the design review process.
13. Specific plant materials should be selected for proper scale and appropriateness to the village character.
14. Native vegetation should be used wherever possible.
15. Areas such as courtyards or plazas should provide a 24-inch box tree, or equivalent, for every 200 square feet of paved area.
16. Areas designed for pedestrian passage where trees are inappropriate should provide vegetation in the form of potted plants, ground cover, vines and shrubs for 25 percent of such area.

PARKING

DESIGN POLICY

Create and maintain public and private parking facilities that are designed and aesthetically treated to contribute to the village character of the community.



DESIGN GUIDELINES

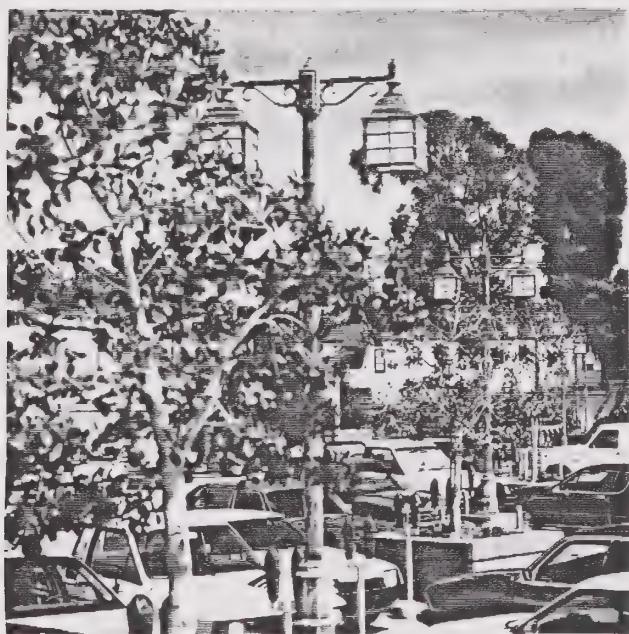
1. The safety of both the driver and the pedestrian should be of utmost concern in designing parking areas.
2. Parking structures and lots must be designed and landscaped to be compatible with associated buildings and exhibit the same concern for maintaining the village character.
3. Parking structures and surface lots must be designed to maintain the pedestrian scale and interest along the streetscape.
4. Wherever possible, ingress/egress to parking garages should avoid crossing sidewalks.
5. The impact of entrances and exits to parking garages along major pedestrian ways should be reduced by minimizing their size, integrating the opening with the overall architecture, and using amenities such as gates, landscaping and special paving.

6. All surface parking areas should be landscaped with the majority of the planting along street frontages and alleys.
7. Within the parking areas, trees, shrubs and ground cover should be used to break up large expanses of paving, provide shade and reduce glare.
8. Along pedestrian ways and streets, hedges, shrubs and low fences should be used to screen views of parked cars.
9. Kiosks and benches can be incorporated into the landscaping of parking areas.
10. Directional signs should be used as necessary to direct motorists to municipal parking areas.
11. Parking meters should be eliminated or consolidated and placed in such a way so as to minimize impacts on the streetscape and pedestrian circulation.

PARKING LIGHTING

DESIGN POLICY

Ensure that public parking lots or structures used at night maintain lighting that is adequate for safety but that is not overly bright.



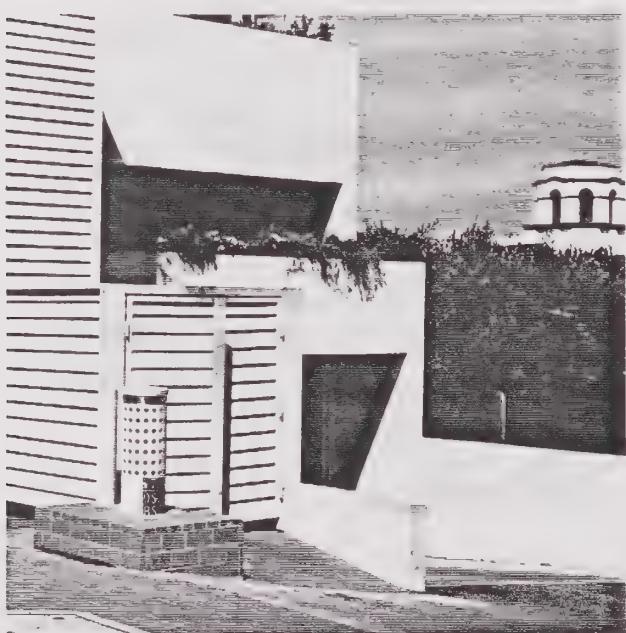
DESIGN GUIDELINES

1. Parking lots and structures should use warm, soft lighting for general illumination. Brighter, whiter lighting should be used only to identify entrances and accentuate pedestrian circulation. Low-pressure sodium vapor lighting is prohibited.
2. Lighting must be on low poles or fixtures and all parking lot or parking garage lighting must be shielded to prevent glare or intrusion on neighboring properties.
3. Lights on poles (10' to 20') should be used with care. It is important that specially designed fixtures prevent light intrusion onto neighboring properties.
4. "Bollard-style" fixtures (lighting on low posts, about three feet high, made of wood, metal or concrete) and shorter pole-mounted fixtures can be used to effectively identify and illuminate pedestrian walkways.
5. Shielded spotlights can be used to highlight trees, artwork, or other special landscape features.
6. Lighting for security purposes must be incorporated into parking areas.

LOADING FACILITIES

DESIGN POLICY

Locate and/or screen loading facilities in such a way as not to detract from the aesthetics of the building, adjacent buildings or pedestrian ways.



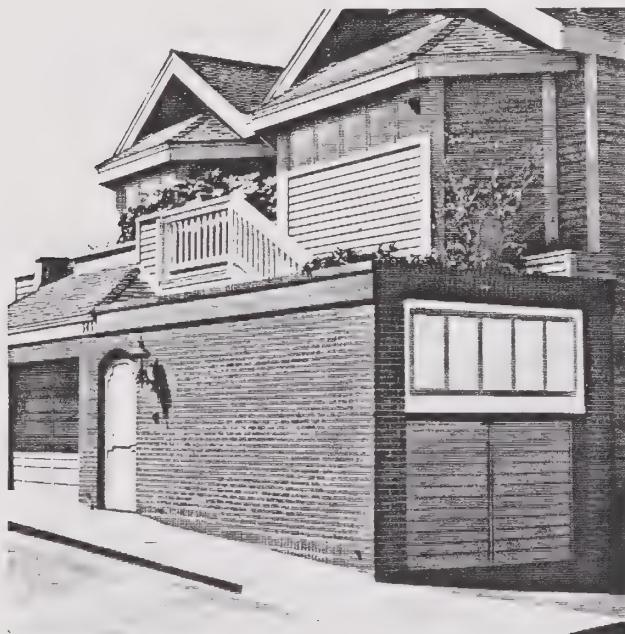
DESIGN GUIDELINES

1. Loading facilities must be located when possible so as not to be visible from the street.
2. Loading facilities must be designed to match the rest of the building so that they are not readily distinguishable.
3. Loading areas should be screened with fencing and/or landscaping compatible with the overall building design.
4. Safe maneuvering of delivery vehicles must be considered in locating loading facilities.
5. Combined loading facilities for adjacent properties should be encouraged.
6. When public thoroughfares are impacted, loading zones must allow passageway for pedestrians even when such areas are in use.

TRASH, STORAGE, AND EQUIPMENT AREAS

DESIGN POLICY

Require that outdoor areas for trash, storage or equipment are adequately screened from public view and located to minimize noise or odor impacts on surrounding areas.



DESIGN GUIDELINES

1. Trash and storage areas must be screened by landscaping, fencing, berms or other devices integral with overall site and building design.
2. Trash and storage enclosures must be constructed of materials which will allow them to blend with the surroundings. Wood, masonry and painted metal can be appropriate. Chain link fences are not appropriate.
3. Trash and storage areas must be well-maintained including prompt repair or replacement of damaged gates, fences or plants.
4. Trash enclosures must be of sturdy construction since they must withstand the impact of metal dumpsters and cans.
5. The opening of a trash enclosure must either be oriented away from public view or screened with sturdy gates wide enough to allow easy access for trash collection.
6. The consolidation of trash areas between businesses and the use of modern disposal techniques must be encouraged.
7. Trash from restaurants, markets and similar establishments must be collected daily to avoid intense odors.

INTERACCESSIBILITY

DESIGN POLICY

Interaccessibility between structures to create a single commercial area may be permitted if the proposed complex does not significantly intensify use, impact parking, reduce open space or modify building exteriors to create a uniform appearance.



DESIGN GUIDELINES

1. Facades of interconnecting buildings should retain their individual identity. Buildings should not be remodeled or painted to give the appearance of a single building.
2. Linking of buildings must not obstruct pedestrian circulation or reduce parking.
3. Landscaping and paving can be used to unify pedestrian circulation and identify entrances in a complex of buildings.

COURTYARDS

DESIGN POLICY

Encourage courtyards, other pedestrian areas and intimate pockets of activity separate from traffic areas to enrich the pedestrian experience.



DESIGN GUIDELINES

1. Courtyards and other pedestrian areas should be integrated with the existing pedestrian network.
2. Courtyards and other pedestrian areas must exhibit the same vitality and complexity of design seen in the existing streetscape.
3. To encourage pedestrian use, courtyards and other pedestrian areas must provide connections with adjacent streets or alleyways when possible.
4. Active use of courtyards for dining, exhibits, refreshments, etc. should be encouraged.

PEDESTRIAN ACCESS FROM ALLEYS

DESIGN POLICY

Encourage businesses along alleys frequently used by pedestrians to provide an attractive entrance from the alley.



DESIGN GUIDELINES

1. Planters, awnings and landscaping can be used to identify customer entrances as well as improve the appearance of the alley.
2. Alley entrances should have attractive, inviting signage to identify the shop.
3. Buildings backing onto an alley must have adequate lighting for security, decorative purposes, and pedestrian safety.
4. Encourage windows and display cases in order to attract shoppers.
5. Customer entrances should be separate from service and trash areas.
6. Storage, trash, loading and mechanical equipment located on a pedestrian alley must be concealed from public view with fences, walls and/or landscaping.
7. Store owners should be encouraged to provide alley entrances to their establishments whenever appropriate.

SECOND STORY RESIDENTIAL (MIXED-USE)

DESIGN POLICY

Residential units located above commercial space should be designed to add to the vitality of the downtown and contribute to the village atmosphere.



DESIGN GUIDELINES

1. The site plan and building design should respond to the special needs for security and privacy inherent in mixed-use projects.
2. Residential units may be designed to relate to the streetlife, or they may be more introspective; perhaps surrounding a private courtyard.
3. Entrances and stairways to residential units should be clearly discernible as private and not open to the general public.
4. Landscaping should be used to soften the transition from commercial to residential uses.
5. Night lighting should not intrude on residential units.
6. TV antennae and satellites disks must be concealed from public view.

BUILDING HEIGHT

DESIGN POLICY

Building heights in the downtown should be kept low in order to protect views of the surrounding hills, permit sunlight into the streets, and maintain the scale of the downtown.



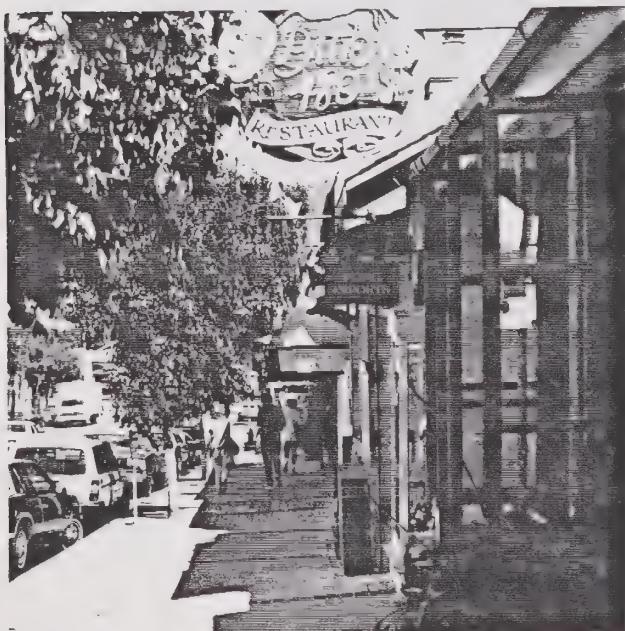
DESIGN GUIDELINES

1. Building height should be varied in order to preserve a mix of one- and two-story buildings.
2. Building forms should step with and reflect the land forms on which they are built.
3. To preserve the present diversity of building heights, habitable space must be limited to one story not to exceed 12 feet. Including the roof, maximum building height must not exceed an additional six feet above the habitable space. Exceptions to the habitable portion may be granted for low-income senior housing and artist live/work uses in specified districts.

SCALE AND COMPATIBILITY

DESIGN POLICY

Require new buildings and renovations to have a pedestrian orientation and scale in order to be compatible with the existing village character.



DESIGN GUIDELINES

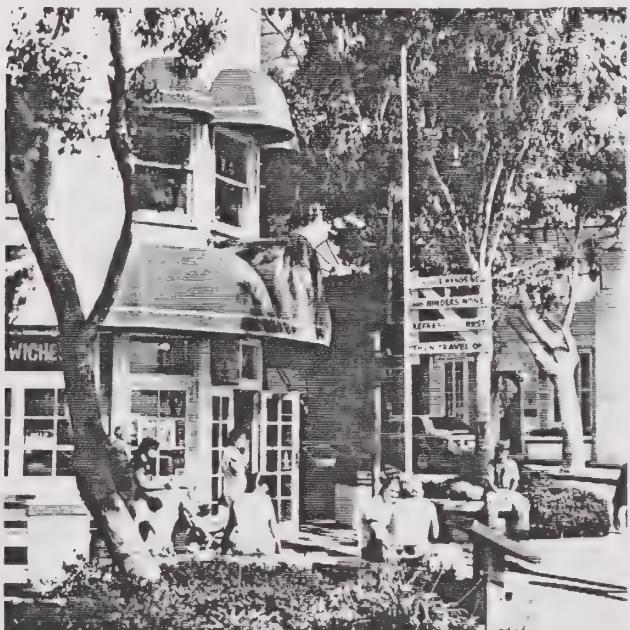
1. Breaking up large volumes or planes into smaller ones can diminish the scale of a building. Building mass can be varied in form or divided to express various interior building functions. Large-scale planes and volumes must be avoided.
2. Roofline and height variations break up massing and provide visual interest.
3. Building facades greater than 30 feet in width should have setbacks from the sidewalk, projecting building elements, or window variations to reduce the scale. A variety of setbacks from the street can diminish scale. Perfectly aligned facades over a long distance can be monotonous and should be avoided.
4. Building jogs and setbacks can be used to create patios, or landscaped areas for resting, conversation, dining, shopping and other activities.

5. The pedestrian scale of the street can be reinforced by distinguishing the upper floor from the ground floor. This can be accomplished with material changes, window variations, overhanging building elements, setting back the second floor and other methods which focus attention on the pedestrian level.
6. Special treatment of building entrances is desirable to add interest to a facade.
7. Long, regular facades should be avoided.
8. Strong vertical elements such as stairs or towers can break up the length of a facade and create necessary variation in building style.
9. A diversity of pedestrian scale throughout the village should be encouraged.
10. Encourage retail building design with street level entry.

MATERIALS

DESIGN POLICY

Encourage the use of high quality materials which are appropriate to a village character and integral with the architecture.



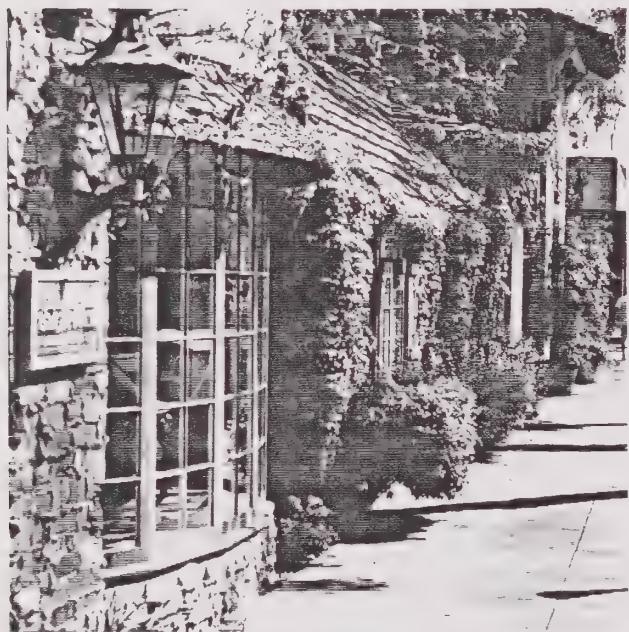
DESIGN GUIDELINES

1. Natural materials, such as stone, bricks, tiles, and wood are appropriate. Simulated brick, stone, tile or wood must be carefully reviewed for quality.
2. Stucco finishes should have texturing that is compatible with the building's character.
3. Aggregate panels, metal or bonded metal panels and similar materials should be discouraged.
4. Clear or lightly tinted glass and glass blocks may be used, but highly reflective glass is not appropriate.
5. Roofing material should be selected based on its compatibility with the architecture of the building and its natural appearance. Products which are obviously fake should be avoided.
6. Materials may be combined to enrich the appearance of a building and highlight architectural elements; however, only a limited number of materials should be used to avoid a contrived appearance.

WINDOWS

DESIGN POLICY

Require ground level buildings to have sufficient areas of glass to give an open public character to the street in keeping with the pedestrian orientation of the downtown.



DESIGN GUIDELINES

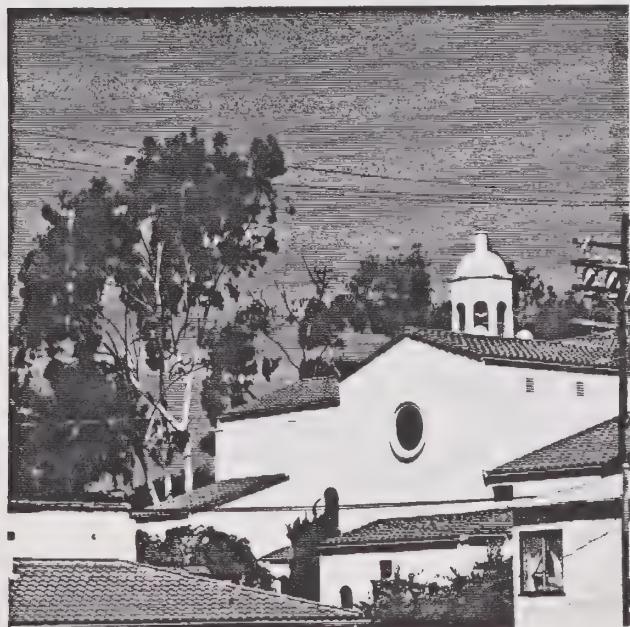
1. Large, continuous expanses of glass without careful detailing should be avoided. Glass areas can be subdivided by mullions, panes, or decorative millwork to reduce a window to human scale.
2. Horizontal repetition of single window elements over long distances should be avoided.
3. To maintain a distinction between upper and lower floors, the ground level facade should have larger patterns of glass than the upper.
4. Bay, bow and box windows may be used to add visual interest to a facade by providing variety, shadow and texture. They may also become focal points for merchandising.
5. The pattern, size and type of window used should be appropriate to the character of the building.
6. Tinted glass can be used to reduce solar gain; however, deeply tinted glass which stops views into the interior should be avoided. Highly reflective glass is not appropriate.

7. Window frames can be constructed of numerous materials including steel, aluminum, wood, wood and metal and vinyl-covered wood; however, the material and finish of the frame should be appropriate to the overall building character.

ROOFS

DESIGN POLICY

Encourage roof shapes which are consistent with the character of the building and which respond to adjacent buildings and views from the street.



DESIGN GUIDELINES

1. A variety of roof planes can help break down the scale of large buildings. Roof planes can be used to identify individual spaces in a large building and can reduce the apparent weight.
2. Roof overhangs are an expression of shelter appropriate to the village. Overhangs may provide protection for shoppers from sun and rain and may add interest to the building form.
3. Roofing materials should be consistent with the architectural character of the building. Materials should convey a sense of permanence and quality.
4. Roof-mounted mechanical equipment must be concealed from public view. This can be accomplished by locating equipment in a roof well or by screening it in a manner appropriate to the character of the building.
5. Dormers, when appropriate to the character of the building, may be used to add interest to the roofline and to introduce natural light into the building.

BALCONIES

DESIGN POLICY

Encourage balcony design to be integral with the architectural character of the buildings.



DESIGN GUIDELINES

1. Balconies are best when they are appropriate to the building's character and contribute to the streetscape through the use of landscaping.
2. The structure supporting the balcony should be integral with the building and give the appearance of strength. The balcony should not look "tacked on."
3. Balcony railings can provide an opportunity for creative design. The design and choice of materials should reflect the function of the balcony and the character of the building.

AWNINGS / MARQUEES

DESIGN POLICY

Allow awnings that contribute to the village character by adding color, texture and shade to the streetscape. Marquees, ornamental hoods which extend over doors, can also add variety to a facade. Awnings and marquees should relate to the pattern of the building facade and their size and shape should be consistent with the building's character.



DESIGN GUIDELINES

1. The shape and size of the awnings should relate to the window or door it is covering as well as the overall pattern of the facade.
2. Awnings constructed of metal or glass should be used cautiously since such awnings can have a formal character.
3. Awnings by their nature are meant to be lightweight structures. Permanent "awnings" constructed with tile, wood shakes or similar roofing materials are usually not appropriate.
4. Curved or unusually shaped awnings can make a strong design statement and should be used carefully and in concert with the architectural character of the building.
5. Nonfading cloth awnings should be approved subject to regular cleaning or replacement.

6. When a building contains more than one store, different colored awnings can be used for individual identification when the awnings relate harmoniously with one another and with the building as a whole.
7. Fixed aluminum awnings and awnings simulating mansard roofs and umbrellas are generally inappropriate for older commercial buildings.
8. Marquees should be in scale to the door they cover and the building facade. They should not run the length of the facade. Large marquees are inappropriate.

COLORS

DESIGN POLICY

Promote building colors which are appropriate to the character and orientation of the building and which tie together the various elements of the building into a flattering whole in a manner compatible with adjacent buildings and the surrounding area.



DESIGN GUIDELINES

1. Bright, intense colors should be reserved for accents, trim or highlighting architectural features.
2. A limited number of colors should be used on a building. Too many contrasting colors on a building can become garish.
3. Fluorescent colors are not appropriate to the village character.
4. Color can be used to break down the scale of a building by highlighting various architectural elements.
5. Signage and awnings should be color coordinated with the facade. They can be used successfully to introduce brighter or more intense colors.
6. The hues, values and intensities of a color program must be compatible with adjoining building colors and landscaping elements.

BUILDING AND STREET LIGHTING

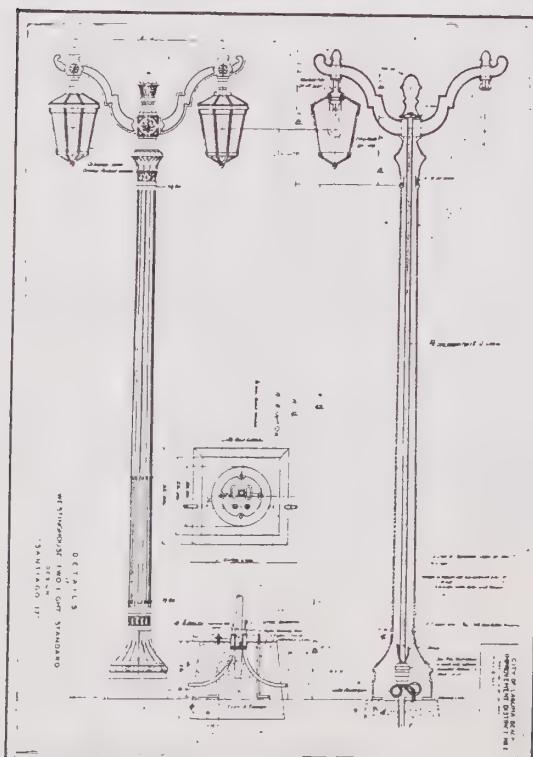
DESIGN POLICY

Encourage the design of building lighting which enhances the streetscape and facilitates night-time use of the downtown by pedestrians.



DESIGN GUIDELINES

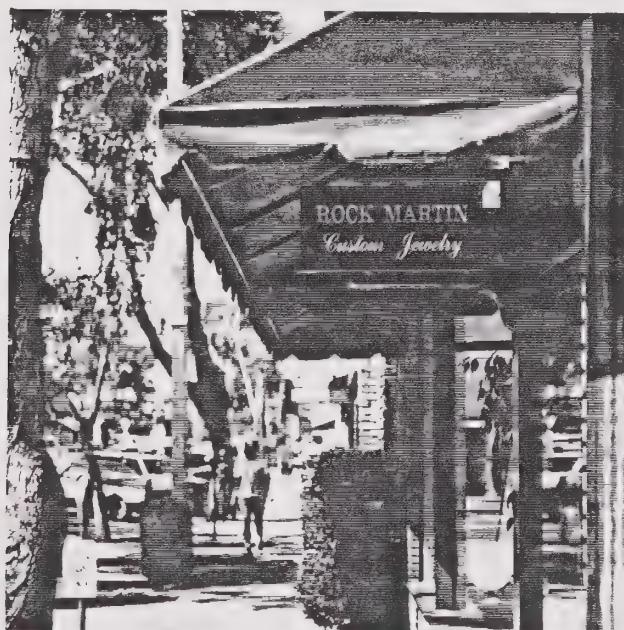
1. Lighting can add interest to the streetscape by highlighting architectural features, artwork, or landscape features. However, general floodlighting of a building is not appropriate to the village character.
2. Interior lighting of display areas can help illuminate pedestrian areas and encourage night-time "window shopping."
3. Pedestrian-level lighting should be whiter and brighter than other lighting in order to identify pedestrian circulation.
4. Sign lighting should be integral with overall facade lighting.
5. Lighting should be shielded to prevent glare or intrusion onto neighboring areas.
6. Street lighting must be pedestrian oriented and closely spaced. Numerous small fixtures are more desirable than taller, larger fixtures.
7. The architectural style of street lighting should be consistent with the style of street lighting used in Laguna Beach pre-1960 (as illustrated).



SIGNAGE DESIGN

DESIGN POLICY

Require signs to contribute to the village atmosphere and to serve as symbols of quality for commercial establishments. The size, design and location of signs should primarily relate to pedestrians and slow-moving, nearby traffic.¹



DESIGN GUIDELINES

1. Signs should be located in logical "signable areas" which relate to the pattern of the facade. Signs should not cover architectural features.
2. Signs painted on windows or hung in windows should be in scale to the window opening and oriented to the pedestrian.
3. Encourage small signs which project from the building since they are effective for pedestrian visibility and generally do not obscure architectural features of the building.
4. Ground signs should be oriented for pedestrian visibility and shall not exceed six feet in height.
5. Monument signs or large ground level signs, are particularly useful for orientation to vehicle traffic. Pole-mounted "strip commercial"-style signs are prohibited.

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These guidelines summarize the spirit of the Sign Ordinance; all applicants should refer to the Sign Ordinance, Section 25.54 of the Municipal Code, for all applicable regulations.

6. Roof-mounted signs and billboards are not appropriate.
7. Awnings can be used to provide effective, pedestrian oriented signage.
8. Multiple signage on single buildings should be discouraged. Consolidation of signs should be encouraged whenever possible.
9. Attractive, legible street numbers should be provided to identify buildings.
10. Signs should be thought of as "artwork" for the street. Signs which incorporate unique lettering presentation are very much in keeping with the village atmosphere.
11. Sign colors should be compatible with the colors used on the building facade.
12. Use of fluorescent fixtures for the exterior lighting of signs produces an even illumination with little spillage and should be encouraged.
13. Sign illumination must contribute to the village character by bringing color, light and variety to the streetscape. Illumination which is overly bright or urban in character should be discouraged.

SECTION V. LAND USE DISTRICTS

SECTION V: LAND USE DISTRICTS

Introduction

Downtown Laguna Beach has distinct geographic areas which contribute to the diversity and character of the City as a whole. The intent of the Downtown Specific Plan is to promote, preserve, and enhance these areas by creating special land use districts which provide for the particular land uses and development standards appropriate for each area. These regulations are intended to implement the goals and policies of the Specific Plan text (Section III). The goals and policies, together with the Downtown Design Guidelines and the development standards contained herein, form the development regulations for the Specific Plan area. All other ordinances and sections of the Laguna Beach Municipal Code shall also apply to the Downtown Specific Plan Area, unless such standards are inconsistent with the provisions of the Specific Plan, in which case the Specific Plan shall apply. Title 25 of the Municipal Code (Zoning) is referenced throughout this Chapter as supplemental development standards. The Specific Plan Area is composed of the following Land Use Districts, which are demarcated on the attached map.

CBD-1 (Resident-Serving)
CBD-2 (Downtown Commercial)
CBD-3 (Canyon Commercial)
CBD Visitor Commercial
CBD Office
CBD Multiple-Family Residential
CBD Public Parks
CBD Village Entrance, Mixed Use District
CBD Central Bluffs

DOWNTOWN SPECIFIC PLAN

LAND USE DISTRICTS

	CBD-1 (Resident-Serving)
	CBD-2 (Downtown Commercial)
	CBD-3 (Canyon Commercial)
	CBD Visitor Commercial
	CBD Office
	CBD Multiple-Family Residential
	CBD Public Parks
-----	Planning Area Boundary

----- **Planning Area Boundary**



DOWNTOWN SPECIFIC PLAN

LAND USE DISTRICTS

CBD-1 (RESIDENT-SERVING)

Intent and Purpose.

Ocean Avenue is predominantly developed with a wide range of service-oriented businesses such as shoe repair, tailoring, television repair, and art supplies, all of which cater to the needs of Laguna Beach residents. Businesses with a service orientation should be encouraged to locate in this area in order to continue and increase the availability of such uses in the community.

Uses Permitted. Buildings, structures and land shall be used and buildings and structures shall hereafter be erected, designed, structurally altered or enlarged only for the following purposes:

1. Retail supply stores, including but not limited to yardage, hardware, auto parts, plumbing, appliances, paint and glass, garden supplies, art supplies, etc., with no open storage of materials or equipment.
2. Personal service shops, including but not limited to barber shops, beauty salons, tanning salons, nail salons, etc.
3. Markets, grocery stores, and health food stores, with the exception that the sale or dispensing of alcoholic beverages for off-premises consumption shall be prohibited within 200 yards of Main Beach.
4. Florists and flower stands.
5. Pharmacies.
6. Offices (only when located on the second floor).
7. Office and computer supplies.
8. Residential uses (excluding time-shares), subject to the following:

There shall be no more than one dwelling unit for each 2,000 square feet of lot area; however, historically significant houses which appear on the City's historical resource inventory may add residential units at a density of one unit per 1,000 square feet of lot area, provided the historic structure is preserved. Residential

density credits shall be based on the lot size on which the structure is located and shall not include adjoining parcels or lots under the same ownership; these residential density credits shall not apply if the historically significant building is demolished.

9. Dry Cleaning/laundry facilities

Uses Permitted Subject to a Temporary Use Permit. Temporary uses may be permitted subject to the provisions of Section 25.05.035.

Uses Permitted Subject to a Conditional Use Permit. The following uses may be permitted subject to the granting of a Conditional Use Permit as provided for in Chapter 25.05.030, and subject to the general and special findings of the Specific Plan:

1. Medical offices and clinics.
2. Financial offices: banks, savings and loan, etc.
3. Packaging and postal services
4. Music/record stores.
5. Music studios.
6. Bookstores and magazine sales
7. Camera sales and processing.
8. Pet grooming and supplies stores, excluding overnight boarding of animals.
9. Recreational facilities.
10. Institutional uses, including but not limited to churches, schools, libraries, and municipally-owned or operated buildings.
11. Full-service/take-out restaurants, with indoor and/or outdoor seating, serving of alcoholic beverages, dancing, and/or entertainment only as authorized under the Conditional Use Permit.
12. Offices on the ground floor.
13. Automobile parking lot.
14. Mixed commercial/residential uses an an integral part of a commercial development, subject to the following standards:

- (a.) Residential uses shall be limited to the second floor.
- (b.) There shall be no more than one dwelling unit for each 1,000 square feet of lot area.

15. Other uses the Planning Commission deems, after conducting a public hearing, to be similar to and no more obnoxious or detrimental to the welfare of the neighborhood than any use listed above.

16. Establishments for the on-premises consumption of alcoholic beverages and entertainment.

Property Development Standards. See the General Provisions section of this Specific Plan for the development standards.

CBD-2 (DOWNTOWN COMMERCIAL)

Intent and Purpose

A major portion of the downtown area provides a balance of resident- and visitor-serving businesses. Preservation of this balance will ensure an economically viable downtown attractive to year-round residents, as well as summertime visitors. The intent and purpose of this district is to maintain a proper mix of resident- and visitor-serving businesses.

Uses Permitted. Buildings, structures and land shall be used and buildings and structures shall hereafter be erected, designed, structurally altered or enlarged only for the following uses:

1. All uses permitted in the CBD-1 District.

Uses Permitted Subject to a Temporary Use Permit. Temporary uses may be permitted subject to the provisions of Section 25.05.035. In addition, the following uses may be permitted subject to a Temporary Use Permit.

1. Seasonal specialty stores within buildings, limited to not more than forty-five consecutive days duration.
2. Art and handicraft shows (either within buildings or out-of-doors), limited to not more than three consecutive days duration.

Uses Permitted Subject to a Conditional Use Permit. The following uses may be permitted subject to the granting of a Conditional Use Permit as provided for in Chapter 25.05.030, and subject to the general and special findings of the Specific Plan:

1. All uses permitted subject to a Conditional Use Permit in the CBD-1 District.
2. Ice-cream and confectioner's stores and bakeries, subject to Special Findings for Take-out Restaurants or Take-out Food Establishments Specializing in Certain Dessert items.
3. Playhouses and theatres.
4. Retail sales that contribute to the diversity and character of the downtown with the exception that the sale or dispensing of alcoholic beverages for off-premise consumption shall be prohibited within two hundred yards of Main Beach.
5. Other uses the Planning Commission deems, after conducting a public hearing, to be similar to and no more obnoxious or detrimental to the welfare of the neighborhood than any use listed above.

Property Development Standards. See the General Provisions section of this Specific Plan for the development standards.

CBD-3 (CANYON COMMERCIAL)

Intent and Purpose.

The intent and purpose of this district is to provide for resident- and visitor-serving businesses with an emphasis on uses compatible with seasonal art festivals. Such uses include restaurants, art galleries, entertainment, parking facilities, and structures, which may be altered to accommodate resident-serving business in the winter months and visitor-serving businesses in the summer months.

Uses Permitted. Buildings, structures and land shall be used and buildings and structures shall hereafter be erected, designed, structurally altered or enlarged only for the following uses:

1. All uses permitted in the CBD-2 District.

Uses Permitted Subject to a Temporary Use Permit. Temporary uses may be permitted subject to the provisions of Section 25.05.035. In addition, the following uses may be permitted subject to a Temporary Use Permit.

1. Summer art and handicraft shows (either within buildings or out-of-doors), limited to not more than sixty consecutive days duration, subject to participation in a parking management plan as required

by the Planning Commission. Dates of operation of the shows shall be subject to approval by the Planning Commission.

2. Temporary outdoor, open-air, vegetable and fresh produce markets.
3. Seasonal specialty stores within buildings, limited to not more than forty-five consecutive days duration.
4. Seasonal (non-summer) arts and crafts shows (either within buildings or out-of-doors), limited to not more than 45 days consecutive duration; such permission may be subject to participation in a special parking management plan as required by the Planning Commission.

Uses Permitted Subject to a Conditional Use Permit. The following uses may be permitted subject to the granting of a Conditional Use Permit as provided for in Chapter 25.05.030, and subject to the general and special findings of the Specific Plan:

1. All uses permitted subject to a Conditional Use Permit in the CBD-2 District.
2. The manufacturing, assembling, compounding or treating of articles or merchandise from the following previously prepared materials: ceramic (provided that no shuttle kiln be employed on the premises and that there be no pulverizing of clay), jewelry, wood, bone, canvas, cloth, felt, fur, glass, leather, paper, plastics, shells, textiles and yarn.
3. Art studios and supplies, including live/work activities, as defined in Section 25.08.022.
4. Other uses the Planning Commission deems, after conducting a public hearing, to be similar to and no more obnoxious or detrimental to the welfare of the neighborhood than any use listed above.

Uses Permitted Subject to an Administrative Use Permit. The following use may be permitted subject to the granting of an Administrative Use Permit as provided for in Section 25.05.020.

1. Special Events such as weddings subject to the following standards.
 - a. The event is for a social, educational or cultural purpose.

- b. Maximum attendance not to exceed 200.
- c. Attendance shall be by invitation only.
- d. The event shall be limited to a maximum of two days.
- e. The event shall take place between September 15 and June 15.

Property Development Standards. The following property development standards shall apply to all land and structures in this district.

- 1. **Minimum Lot Dimensions.** No requirement.
- 2. **Building Setback and Yard Area Standards.** At a minimum, an average 5-foot landscaped buffer adjacent to the flood control channel or frontage road, except for necessary driveways and pedestrian access, shall be provided.
- 3. **Coverage and Open Land Area Requirement.** Because of the unique nature of this District, natural slopes of 45 percent or greater shall be left open and maintained with natural landscaping. With a project application, the Design Review Board may require additional landscaping or clearing for erosion control purposes, fire protection purposes, or to better integrate the uses on the site with the natural features of the site.
- 4. **General Provisions.** See the General Provisions section of this Specific Plan for the additional development standards.

CBD VISITOR COMMERCIAL

Intent and Purpose.

Pacific Coast Highway between Cliff Drive and Legion Street is an area with pronounced visibility and high pedestrian activity generated by beach visitors. Land use in this area should reflect a diverse range of visitor-serving uses.

Uses Permitted. Buildings, structures and land shall be used and buildings and structures shall hereafter be erected, designed, structurally altered or enlarged only for the following uses:

- 1. Art galleries, provided that a substantial portion of the merchandise shall be original or limited edition art work.

2. Administrative, business, professional, medical and financial offices, only when located on the second floor.

Uses Permitted Subject to a Temporary Use Permit. Temporary Uses may be permitted subject to the provisions of Section 25.05.035.

Uses Permitted Subject to a Conditional Use Permit. The following uses may be permitted subject to the granting of a Conditional Use Permit as provided for in Section 25.05.030, and subject to the required general and special findings of the Specific Plan.

1. Full-service restaurants, with indoor and/or outdoor seating, serving of alcoholic beverages, dancing and/or entertainment only as authorized under the Conditional Use Permit.
2. Take-out restaurants and other take-out food establishments, with serving of alcoholic beverages, dancing and/or entertainment only as authorized under the Conditional Use Permit.
3. Movie theaters and playhouses.
4. Hotels and motels (excluding those devoted to time-share uses), limited to one rental room for each 600 square feet of land area. No added residential density shall be allowed. Hotel units may include kitchen facilities when approved as part of a conditional use permit. The conditional use permit shall formally establish the number of units permitted to have kitchen facilities and the permitted type and extent of kitchen facilities. All hotel units may include refrigeration facilities.
5. Stores or shops for retail business emphasizing custom, handmade or unique merchandise.
6. Residential uses (excluding time-shares), subject to the following minimum conditions:
 - a. It shall be designed as part of a commercial complex, with residential uses limited to the second floor not to exceed 50 percent of the gross floor area.
 - b. There shall be no more than one dwelling unit for each 1,000 square feet of lot area.
7. Institutional uses, including but not limited to churches, schools, libraries and municipally-owned or operated buildings.

8. Other uses the Planning Commission deems, after conducting a public hearing, to be similar to and no more obnoxious or detrimental to the welfare of the neighborhood than any use listed above.
9. Establishments for the on-premises consumption of alcoholic beverages and entertainment.

Property Development Standards. See the General Provisions section of this Specific Plan for the development standards.

CBD OFFICE DISTRICT

Intent and Purpose.

Sections of Second, Third, Mermaid and Glenneyre Streets are characterized by numerous office and professional uses which primarily serve the needs of Laguna Beach residents. Maintaining the office orientation of the area is important since it is likely to experience increased pressure from visitor-serving businesses. This district is intended to ensure the continued availability of medical, dental, law and other professional services offered within the downtown area while allowing for limited residential uses and retail activities.

Uses Permitted. Buildings, structures and land shall be used and buildings and structures shall hereafter be erected, designed, structurally altered or enlarged only for the following purposes:

1. Administrative, business and professional offices.
2. Medical or dental offices and clinics.
3. Paper reproduction or copy services.
4. Graphic services.
5. Packaging or postal services.
6. Paint, paper hanging, decorating, plumbing, electrical, reupholstering and handyman shops, all of a neighborhood service and repair nature, with no open storage of materials or equipment.
7. Interior design services.
8. Custom dressmaking, millinery, tailoring, shoe repair and similar trades.
9. Philanthropic and charitable institutions other than those of a correctional nature.

10. Residential uses (excluding time-shares), subject to the following standards.
 1. There shall be no more than one dwelling unit for each 2,000 square feet of lot area except for the following:
 - a. Historically significant houses which appear on the City's historical resource inventory may add residential units at a density of one unit per 1,000 square feet of lot area, provided the historic structure is preserved. Residential density credits shall be based on the lot size on which the structure is located, and shall not include adjoining parcels or lots under the same ownership; these residential density credits shall not apply if the historically significant building is demolished.
 - b. Residential units which are committed to long-term, low-income, senior citizen's housing, i.e., as defined under the Federal Government Section 8 Housing Program or its equivalent, may be provided at a density of one unit per 1,000 square feet of lot area.
 2. The allowable number of dwelling units shall be reduced by one dwelling unit for each one thousand square feet (or fraction thereof) of commercial floor area contained within a building.
11. Commercial home occupations, subject to standards in Section 25.08.016.

Uses Permitted Subject to a Temporary Use Permit. Temporary uses may be permitted subject to the provisions of Section 25.05.035.

Uses Permitted Subject to an Administrative Use Permit. Large family day care homes may be permitted subject to the granting of an Administrative Use Permit as provided for in Section 25.10.005.

Uses Permitted Subject to a Conditional Use Permit. The following uses may be permitted subject to the granting of a Conditional Use Permit as provided for in Section 25.05.030, and subject to the required general and special findings of the Specific Plan.

1. Playhouse or theater.
2. Bed and Breakfast inn, subject to the standards in Section 25.12.006(I)(2) -(13) provided the inn is

located in a structure listed on the City's Historic Resource Inventory.

3. Personal service shops (barber/beauty, etc.).
4. Laundry and/or dry cleaning establishments (coin- or attendant-operated).
5. Institutional uses, including but not limited to churches, schools, libraries, and municipally-owned or operated buildings.
6. Retail stores serving the needs of business and professional uses (including but not limited to office and computer supplies).
7. Art studios, including live/work activities as defined in Section 25.08.002.
8. All conditional uses specified in the Local Business/Professional Zone (Section 25.18.004).
9. Other uses the Planning Commission deems, after conducting a public hearing, to be similar to and no more obnoxious or detrimental to the welfare of the neighborhood than any use listed above.
10. Establishments for the on-premises consumption of alcoholic beverages and entertainment.

Property Development Standards. The following property development standards shall apply to all land and structures in this district.

1. Building Setback and Yard Area Standards.

- a. **Front yards.** An average 5-foot front setback shall be provided. Said setback shall be used for landscaping, pedestrian access or other pedestrian amenities accessible to the general public.
- b. **Side yards.** One sideyard setback of no less than five feet shall be provided; however, to encourage interest and relief in the building elevation, the side yard may be reduced to two and one-half feet for the rear half of the side yard.
- c. **Rear yards.** No requirement; however, refer to Section 25.50.014 (C) for information relative to vehicular access requirements.
- d. For residential uses, front, side and rear yard setbacks shall be provided in accordance with Section 25.12.008 (C)(1-4).

3. **Access.** For properties adjacent to Loma Terrace, any vehicular access shall be encouraged to be taken from Loma Terrace.
4. **General Provisions.** See the General Provisions section of this Specific Plan for additional development standards.

CBD MULTIPLE-FAMILY RESIDENTIAL DISTRICT

Intent and Purpose.

The area of Lower Cliff Drive is predominantly developed with multiple-family dwellings which supply the community with essential rental housing. Proximity of this residential district to the beach and downtown area promotes daytime and nighttime pedestrian activity in the Central Business District. This district is intended to preserve the existing high-density residential uses in the area immediately south of Jahraus Park.

Uses Permitted. All uses permitted in the R-3 zone (excluding those uses subject to a Conditional Use Permit) in accordance with the standards of the R-3 zone.

Uses Permitted Subject to an Administrative Use Permit. Large family day care homes, may be permitted subject to the granting of an Administrative Use Permit as provided for in Section 25.10.005.

Uses Permitted Subject to a Conditional Use Permit. The following uses may be permitted subject to the granting of a Conditional Use Permit as provided for in Section 25.05.030:

1. Rest home, nursing home, or home providing child care or care for senior citizens.
2. Bed and breakfast inn, subject to the standards set forth in Section 25.12.006 (I) (2)-(11) and (13).

Property Development Standards. Except as otherwise provided herein, the provisions of Section 25.14.008 shall apply.

1. **Density Bonus.** Density may be provided at the rate of 1000 square feet of lot area per unit for residential units, which are committed to long-term, low-income, senior citizen's housing, i.e., as defined under the Federal Government Section 8 Housing Program or its equivalent.

CBD PUBLIC PARKS DISTRICT

Intent and Purpose.

Main Beach, Irvine Bowl, Jahraus and Heisler Parks are valuable community amenities which provide important recreation opportunities and a unique cultural identity to Laguna Beach. These amenities are intended to be protected, preserved and maintained by the provisions set forth in this district.

Uses Permitted. The following uses are permitted in lands located in the Public Land District:

1. Public Parks, playgrounds and gardens.
2. Pathways and trails.
3. Park buildings and facilities, owned or operated by a governmental agency, whose function enhances the public's enjoyment of the public park.

Uses Permitted Subject to a Temporary Use Permit. The following uses may be permitted subject to the granting of a Temporary Use Permit, as provided for in Section 25.05.035 (A) and (C-J).

1. Art and handicraft shows (out-of-doors).
2. Sporting Events.
3. Concerts.
4. Civic Events.
5. Other uses the Planning Commission deems, after conducting a public hearing, to be similar to and no more obnoxious or detrimental to the welfare of the neighborhood than any use listed above.

Property Development Standards. The following property development standards shall apply to all land and structures in this district.

1. Minimum Lot Dimensions. No requirement.
2. Building setbacks, building height, site coverage and landscaping requirements shall be determined for each development project and shall be consistent with the Downtown Design Guidelines of this Specific Plan.

CBD VILLAGE ENTRANCE, MIXED USE DISTRICT

Intent and Purpose.

The Village Entrance, Mixed Use District is intended to create a gateway to the community from Laguna Canyon Road and to serve as a focal point for the northern end of the Village. By providing a mix of facilities and activities, the District will provide a link between the festival area and the downtown shopping area.

Special District Requirements. Prior to development, a Master Plan shall be approved by the City. Such Master Plan shall provide for a mix of uses, which may include but is not limited to the following:

1. Limited retail uses.
2. Senior housing.
3. Community meeting and recreational facilities.
4. Public parks.
5. Parking

Property Development Standards. Appropriate development standards, including building setbacks, building height, site coverage and landscaping, shall be determined by the City in conjunction with approval of the Master Plan.

CBD-CENTRAL BLUFFS LAND USE DISTRICT

The intent and purpose of this land use district is to promote a low-profile, low-intensity balance of tourist-oriented businesses and artists' uses which enhance the natural setting of the bluffs and contribute to the identity of Laguna Beach. The adaptive reuse of existing structures is encouraged, especially for structures listed on the City's Historic Register. This land use district is intended to provide the necessary tools to ensure that future development proposals perpetuate the unique character and orientation of the Central Bluffs.

In order to ensure that future development and any expansion of existing structures complies with applicable policies and guidelines, all development proposals shall be subject to the following special planning and design criteria.

Special Planning and Design Criteria.

1. Building Scale and Design.

- a) Any expansion or new development shall preserve and enhance the character and scale of the Central Bluffs by incorporating "low profile" elements of design (one-story at grade, minimized mass and scale).
- b) Buildings shall be articulated along the Coast Highway frontage to provide interest and relief to the streetscape as well as to create opportunity for pedestrian-oriented spaces (such as open-air seating, mini-parks, plazas and entrances, sculptures, landscaped planters, etc.).
- c) Buildings shall be designed in a manner that is compatible to and integrated with natural topographic features.
- d) Development shall enhance the pedestrian scale and orientation of the Central Bluffs through maximization of open space for public use.

2. View Preservation.

- a) Any expansion or new development shall be sensitive to maximizing public views of both the ocean and the bluffs.
- b) As a condition of approval for new building construction, the City shall consider the dedication of open space easements, the construction of view platforms or other view preserving or view enhancing measures.

3. Natural Hazards and Coastal Land Feature Preservation.

- a) Any expansion or new development shall balance design considerations and aesthetics with environmental constraints.
- b) New construction on bluff faces and sandy portions of the beach shall be limited to public improvements related to access, view platforms and emergency repair work.
- c) All areas oceanward of and including the 25-foot pedestrian easement shall be dedicated to the City as a condition of development as defined in Section 25.53 of the Municipal Code.
- d) To achieve water conservation goals and to minimize erosion-related impacts to the bluffs, drought-tolerant plants and water-efficient irrigation systems shall be used.
- e) The City shall require the installation of rain gutters and other water transport devices as a condition of

approval on blufftop development in order to convey water to the street (away from the bluff side). All water shall be conveyed to the base of the bluff by means of non-erosive devices when conveyance to the street is determined to be impractical.

- f) Any coastal land protective devices shall be reviewed for consistency with the Shoreline Protection Guidelines.
- g) Design solutions should require minimal alteration of natural land forms.
- h) Any proposed development shall preserve existing mature trees and other forms of vegetation to the greatest extent feasible.

4. Pedestrian Access/Orientation.

- a) Any expansion or new development shall ensure the continuation and enhancement of the pedestrian scale and orientation of the Central Bluffs.
- b) New development and expansions of existing structures (as defined in Section 25.53 of the Municipal Code) shall be required to dedicate a 25-foot pedestrian access and utility easement at the top of the bluff as delineated on the attached map. This easement may be used for outdoor dining in conjunction with approved restaurants subject to conditional use permit approval, provided that pedestrian movement is not impeded.
- c) The City shall consider the suitability of vertical public access as part of any new construction or where expansion of an existing structure results in the addition of fifty percent or more of the square footage of the building.
- d) The pedestrian experience shall be enhanced by utilizing open spaces for benches, landscaping and mini-parks.
- e) Outdoor activities which enhance pedestrian interest and enjoyment shall be encouraged.

5. Visitor-Serving Uses.

- a) When redevelopment is proposed, businesses and uses which enhance the character of the Central Bluffs and which support a tourist orientation shall be encouraged.
- b) Effort shall be made to attract long-term, destination-oriented tourists on a year-round basis.

6. Historic Preservation and Land Recycling.

- a) Any expansion or remodeling shall preserve the original architectural integrity of historically significant buildings.
- b) The demolition of historically significant structures shall be discouraged.
- c) Any property owner of a historic structure shall be encouraged to apply for the City's Historic Register so that incentives such as parking reductions, building and planning application fee waivers and setback flexibility may be considered.
- d) Any proposed expansion or remodel of a historic structure shall be consistent with the guidelines for rehabilitation found within the Historic Preservation Ordinance.
- e) Any proposed intensification which negatively impacts the historical character and/or affects the architectural integrity of existing buildings shall be discouraged.

Uses Permitted Subject to a Conditional Use Permit. The following uses may be permitted subject to the granting of a Conditional Use Permit as provided for in Section 25.05.030 and subject to the required general and special findings of the Specific Plan.

- 1. Expansions of existing legal, nonconforming structures and/or uses which result in the addition of over 10 percent of the existing square footage or 100 square feet whichever is less.
- 2. Art galleries, provided that a substantial portion of the merchandise shall be original or limited edition art work.
- 3. Full-service restaurants, with indoor and/or outdoor seating, serving of alcoholic beverages, dancing and/or entertainment only as authorized under the Conditional Use Permit.
- 4. Bakeries and cafes.
- 5. Hotels and motels (excluding those devoted to time share uses).
- 6. Stores or shops for retail business emphasizing custom, handmade or unique merchandise and which are found to be primarily visitor-serving.

7. Public Parks.
8. Art and handicraft shows (out-of-doors).
9. Bed and Breakfast inns, subject to the standards in Section 25.12.006 (I) - (13).
10. Planned Integrated Developments.
11. Institutions of Cultural Benefit.
12. Other uses the Planning Commission deems, after conducting a public hearing, to be similar to and no more obnoxious or detrimental to the welfare of the neighborhood than any use listed above.

Uses Permitted Subject to a Temporary Use Permit. The following uses may be permitted subject to the granting of a Temporary Use Permit, as provided for in Section 25.05.035.

1. Temporary outdoor, open air, vegetable and fresh produce markets.
2. Seasonal specialty stores within buildings, limited to not more than forty-five consecutive days duration.

Property Development Standards. The General Provisions of the Downtown Specific Plan shall apply to all land and structures located in this district unless otherwise indicated below.

1. **Lot Area and Dimension Standards.** Parcels shall not be merged together for development purposes that exceed 5,000 square feet, but development may occur on existing parcels that are in excess of 5,000 square feet. Exception: The merging of parcels which results in parcels larger than 5,000 square feet may be allowed when a Planned Integrated Development is proposed.

A. Building Setback and Yard Area Standards.

1. **Front Yard.** See dedication requirements for sidewalk improvements along Pacific Coast Highway.
2. **Side Yards.** Side yards shall be determined on a case-by-case basis and shall be consistent with the Special Planning and Design Criteria established herein.
3. **Rear Yard.** See G, Land Dedication Requirements.
4. Structures placed on the Historic Register may be eligible for setback flexibility as provided in the City's Historic Preservation Ordinance.

B. Open Space and Landscaping. Open space and landscaping shall be determined on a case-by-case basis in accordance with Urban Design Guidelines and applicable policies of the Downtown Specific Plan.

C. Building Height Standards. Building height shall be as specified in the General Provisions Section of the Downtown Specific Plan except for the following:

1. Outdoor dining facilities located on roof decks shall be allowed to exceed the maximum building height, subject to Design Review Board approval. Access to such facilities shall be open to the general public and not limited to patrons.

D. Fences, Walls. Fencing and/or walls shall be subject to Design Review Board approval and shall not be allowed if existing views of the Pacific Ocean from South Coast Highway are reduced.

E. Access and Improvement Standards. The provisions of Chapter 25.53 shall apply, except as modified in this Specific Plan.

1. **On-Site Turnaround.** Each lot shall have on-site turnaround capability. Exception: Planned Integrated Developments need not comply with this provision.
2. **Driveway Access.** Property under contiguous ownership may be permitted one driveway per 300 feet of street frontage. Such driveway shall not exceed 20 feet in width unless otherwise required for safety reasons, except where abutting a building.

F. Parking. The provisions of 25.52 shall apply, except as described below.

1. **Parking Incentives.**
 - a) Parking credit may be available to sidewalk cafes for outdoor seating, roof deck dining and view platforms open to the public. Outdoor seating should contribute positively to the downtown atmosphere and should be available to the general public (rather than being restricted to restaurant customers). Credit may include, but shall not be limited to reduced in-lieu fees or reduced requirements for additional parking and may be granted on a temporary or seasonal basis. To receive parking credits, the applicant may be required to participate in a funding program for seasonal expanded tram service. Approval for parking credits must be granted by City Council.
 - b) Parking reductions are available to structures placed on the City's Historic Register. Refer to Section 25.45 (Historic Preservation) for specific details.

2. **Parking Structures.** Tuck-under parking shall be prohibited and all parking structures shall be designed to provide consistency with the Downtown Design Guidelines pertaining to parking. Any underground parking shall be built above the coastal influence zone (elevation plus twenty-five feet).

G. Land Dedication Requirements. This planning area has a distinctive public use orientation and a visitor-serving nature as identified in the Land Use Element of the General Plan. Local experience has shown that such activities are normally associated with heavy pedestrian traffic and have the potential for accelerating seacliff and bluff erosion unless they are properly controlled and mitigated.

The seacliffs along the Central Bluffs generally consist of erosion-prone, relatively soft sandstone structures. Lateral support is being removed by episodic wave-induced bluff retreat, and the remaining cliffs are subject to additional failure from landslides and rockfalls. This erosion rate will be increased by uncontrolled foot traffic and landscape irrigation runoff. These characteristics are typical of those documented elsewhere along the Laguna Beach coastline.

The bluffs consist of a steep, yet traversable, slope that invites foot traffic. These well-traveled paths accelerate erosion and tend to channel runoff into destructive crevasses. If left unchecked, public use may result in eventual health and safety problems by virtue of accelerated seacliff retreat and erosion.

The long-range planning goals, as discussed in the Open Space Element of the City's General Plan, include enhancement of pedestrian circulation as well as protection of environmentally sensitive bluffs. This can best be accomplished by redirecting pedestrian access to improved walkways, thereby retarding the rate of erosional failure.

The dedication of land for bluff preservation purposes is essential if the long-range planning goals of enhanced pedestrian access and environmentally-sensitive bluff protection are to be realized. While allowing for appropriate redevelopment, the goals and policies established for this land use district are designed to protect the public's historical use of the area, enhance future pedestrian use and minimize bluff erosion rates over the long term. In an effort to accomplish and facilitate these goals and objectives, the following dedications shall be required whenever feasible and to the maximum extent allowed by State law:

1. Expansions of existing structures or any new development (as defined in Section 25.53 of the Municipal Code) shall be required to dedicate a 25-foot pedestrian access and utility easement as described on the attached map. This easement may be used for outdoor dining in conjunction with approved restaurants and other pedestrian-related activities as permitted within this land use district.
2. Expansions of existing structures or any new development (as defined in Section 25.53 of the Municipal Code) shall be required to dedicate a portion of the property adjacent to Pacific Coast Highway in order to provide for a ten-foot wide sidewalk.
3. A dedication for public access and recreational purposes shall be required for all land situated on the sandy portion of the beach as a condition of approval for new building construction, additions to buildings, variances or subdivisions on oceanfront property.
4. A dedication of development rights shall be required for all land situated between the sandy portion of the beach and the oceanward edge of the required pedestrian easement (as indicated on the attached map) as a condition of approval for new building construction, additions to buildings, variances or subdivisions on oceanfront property.

H. Flexible Property Development Standards for Planned Integrated Developments. Notwithstanding the aforementioned standards, flexible property development standards may be negotiated as specified below for Planned Integrated Developments when the City determines that sufficient public benefit will be realized from the proposed development.

1. If a proposed Planned Integrated Development incorporates amenities and/or benefits to the City beyond those required by the property development standards, then the City may consider and approve changes to certain property development standards as specified below.

Examples of amenities or benefits to the City may include, but are not limited to the following:

- a) The incorporation of additional open space beyond that required in the development standards, such as additional public accessways and/or view corridors.
- b) The establishment of public art areas or sculpture gardens beyond that required by Municipal Code 1.09 (Art in Public Places).

- c) The inclusion of significant public amenities accessible to the public such as fountains, chairs, benches, approved lighting, landscaping and roof-top view areas.
 - d) The dedication of property for use as a public park.
- 2. If a proposed Planned Integrated Development incorporates significant amenities or benefits, including, but not limited to the above, then the City may consider some or all of the following incentives:
 - a) Bluff top pedestrian access easement averaging. The bluff top setback requirements may be averaged, if topography warrants. However, in no instance shall the minimum width of the setback be less than fifteen feet and in no case shall development either create or contribute to erosional problems or geologic instability of the site or surrounding areas or inhibit public access. Design solutions shall in no case include destruction of cliffs and bluffs by excavation or other means.
 - b) Building height averaging. The building height limit may be averaged; however, in no instance shall the maximum building height exceed twenty-four feet from natural or finished grade, whichever is the more restrictive. Height averaging shall be used only to enhance public viewshed and access and to minimize building mass and bulk.
 - c) Side yard setback redistribution. The side yard setback requirements may be modified to allow for a "zero" setback on one side, if the opposite side is increased to equal the size of the two required yards.
 - d) The City Council may consider reducing permit and/or development fees.
- I. **Demolition of Structures located within required easements.** As a condition of approval for expansions or remodels (as established in Section 25.53 of the Municipal Code) the City shall require the demolition of any encroachments within dedicated easements.
- J. **Conceptual Design Review.** All new development and expansions shall be required to submit plans and participate in the Concept Review process as administered by the Design Review Board.

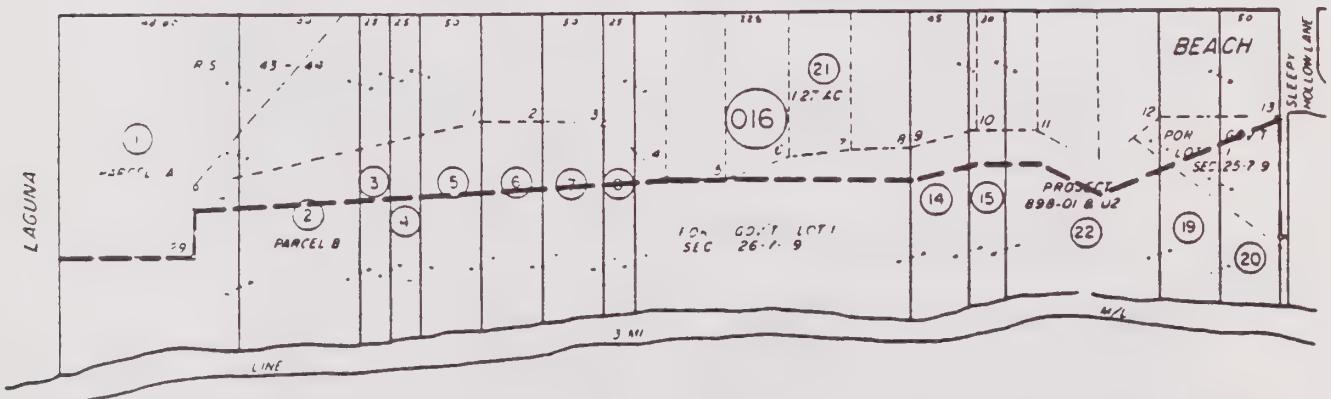
EXHIBIT E

DESCRIPTION OF DEDICATION BASELINE

A strip of land twenty-five (25) feet in width measured easterly from the following baseline:

Commencing at a point on the most westerly corner of Lot 129 of the Laguna Beach Tract as per map thereof recorded in Book 1, Page 78 of Miscellaneous Record Maps, in the Office of the County Recorder of Los Angeles County, California, thence southeasterly along the southwesterly line of Lot 129 to the most southerly corner thereof, thence northeasterly 40 feet along the southeasterly line of Lot 129 to a point, said point being distant 21.7 feet southwesterly from the most westerly corner of Lot 1 of the Laguna Beach Tract; thence southeasterly to the most westerly corner of Lot 5, Laguna Beach Tract; thence southeasterly along the westerly line of Lot 5 to the most westerly corner of Lot 6; thence southeasterly to a point 25 feet distant westerly of Lot 9 measured along the southwesterly prolongation of the northwesterly line of Lot 9, thence southeasterly to a point 25 feet distant westerly of Lot 10 measured along the southwesterly prolongation of the northwesterly line of Lot 10; thence southeasterly to a point 25 feet distant westerly of Lot 11 measured along the southwesterly prolongation of the northwesterly line of Lot 11; thence southeasterly to a point 25 feet distant westerly of Lot 12 measured along the southwesterly prolongation of the northwesterly line of Lot 12; thence southeasterly to the most southerly corner of Lot 13.

HIGHWAY



Map of Dedication Baseline

This line follows either the edge of the sea cliff, the projection of the edge of the sea cliff prior to the landslide of the 1920's or is an extension of the Main Beach boardwalk.

GENERAL PROVISIONS

General Provisions: The following provisions shall apply to all Downtown Specific Plan Land Use Districts.

- A. Lot Area and Dimension Standards.** Parcels shall not be merged together for development purposes that exceed 5,000 square feet, but development may occur on existing parcels that are in excess of 5,000 square feet.
- B. Building Setback and Yard Area Standards.** Street corner lots shall provide a corner setback. The setback shall be a diagonal line drawn between two points on the street frontage property lines, where each point is 10 feet distant from the corner, or an equivalent setback as approved by the Design Review Board.
- C. Open Space and Landscaping.** Open space and landscaping shall be provided in accordance with the following requirements:
 - 1. Projects which require Design Review Board approval and result in an expansion of building square footage of up to 10 percent but not in any case exceeding 100 square feet may require landscape treatment which is deemed by the Board to be consistent with the Downtown Design Guidelines. Landscaping requirements may also apply to existing surface parking areas.
 - 2. All projects for new development and/or expansions to create more than 10 percent additional floor area shall provide open space and landscaping according to the following provisions:
 - a) Lots less than 2,500 square feet;
Provide ground to sky open space equal to 10 percent of the total lot area.
 - b) Lots greater than 2,500 square feet.
Provide open space equal to 25 percent of the total gross floor area. Such open space shall be open to the sky and may be provided at both ground and upper levels. Open space calculations may include landscaping, courtyards, pocket parks, decks and other similar elements as approved by the Design Review Board. A minimum of 40 percent of the open space area shall be vegetated.
 - c) To qualify as open space for commercial development, courtyards, plazas and other pedestrian spaces must be open to the public and directly accessible from the public right-of-way. Landscaped areas must be visually or physically accessible from the public

right-of-way.

D. Additional Yard Area, Building Setback, Open Space and Coverage Standards.

1. The provisions of Chapter 25.50 shall apply except as modified in this Specific Plan.
2. Where side or rear lot lines abut a different zone, the minimum setback requirement of the abutting zone shall apply.
3. Yard area, building setback, open space and coverage standards may be modified by the Design Review Board when applied to mixed use residential/commercial development.

E. Building Height Standards. A variety of building heights currently contributes to the unique character of the downtown. Many existing buildings are in excess of the following height standards and would be classified nonconforming. The mix of these nonconforming structures along with new construction that conforms to the height standards will preserve the diversity of building heights which presently exists in the downtown. Therefore, in order to protect the heritage and existing scale and character of the downtown with its diversity of building heights; preserve public views of the beach, ocean and hillsides; and maintain sufficient light, air and solar access to the streetscape, the following building height standards shall apply:

1. Building height shall be limited to one story not to exceed 12 feet. Maximum height, including the roof and mechanical equipment enclosures, shall not exceed an additional six feet (compensatory exemptions may be granted for those properties where the first habitable level must be raised above the floodplain).
2. Existing buildings that exceed the allowable height (as set forth herein this section) will become nonconforming, with the exception that nonconforming structures shall be allowed to add 10 percent or 100 square feet, whichever is less, as long as said addition does not violate the existing building or height envelope.
3. Subject to a conditional use permit, properties located in the CBD Office District may be allowed an exemption for a second floor addition, provided the second floor addition is used solely for long-term, low-income, senior citizen's housing, i.e., as defined under the Federal Government Section 8 Housing Program or its

equivalent; the maximum height of such a building, including roof and mechanical equipment enclosures, shall be 24 feet above ground. (See also "Special Findings, Second Story Exemptions.")

4. Subject to a conditional use permit, properties located in the CBD-3 (Canyon Commercial) may be allowed an exemption for a second-floor addition in order to provide for artist live/work opportunities, provided the second floor addition is used in conjunction with ground level commercial space; the maximum height of such building, including roof and mechanical equipment enclosures, shall be 24 feet above ground. Any artist live/work projects granted under this provision must meet development standards as specified in Section 25.32.007 of the Municipal Code. (See also "Special Findings, Second Story Exemptions.")
5. Buildings shall provide a pedestrian orientation and scale consistent with the Downtown Design Guidelines; incorporation of one-story elements and/or roofline variation into the project, and the use of material changes, window variations and overhanging building elements to distinguish the upper floor from the ground floor may be necessary to achieve a desirable pedestrian orientation and scale.

F. Parapet Walls. Parapet walls shall not be permitted, unless the Design Review Board determines that use of a parapet wall(s) would not reduce the compatibility of the project with the site and adjacent properties.

G. Enclosed Uses. All permitted or conditional uses, except as otherwise authorized by the Planning Commission, shall be conducted entirely within an enclosed building.

H. Fences, Walls. The provisions of Section 25.50.012 shall apply.

I. Space between Buildings. No requirement, except as required by Design Review or as specified in this document.

J. Trash and Outdoor Storage Areas.

1. Areas for trash or outdoor storage shall be provided for each use, in a manner that is consistent with the Downtown Design Guidelines pertaining to trash, storage and equipment areas.
2. A trash compactor of appropriate size should be provided for all restaurant uses.

K. Mechanical Equipment. No mechanical equipment such as tank ducts, elevator enclosures, cooling towers, mechanical ventilators, public utility vaults, transformers,

meter boxes, backflow valves, air conditioning or heating units shall protrude through the allowable building height envelope. Neither shall such equipment be erected, constructed, or maintained or altered anywhere on the premises unless all such equipment and appurtenances are contained within a completely enclosed structure or within a portion of a building having walls or visual screening with construction and appearances similar to and integrated with the main building architectural design.

- L. Access and Improvement Standards.** The provisions of Chapter 25.53 shall apply, except as modified in this Specific Plan.
- M. Signs.** The provisions of Chapter 25.54 shall apply or the Downtown Design Guidelines pertaining to signage, whichever is more restrictive.
- N. Parking.** The provisions of Chapter 25.52 shall apply, except as modified in this Specific Plan.
 - 1. Parking Incentives.** Parking credit may be available to sidewalk cafes for outdoor seating; outdoor seating should contribute positively to the downtown atmosphere and should be available to the general public (rather than being restricted to restaurant customers). Credit may include but shall not be limited to reduced in-lieu fees or reduced requirements for additional parking and may be granted on a temporary or seasonal basis. To receive parking credits, the applicant may be required to participate in a funding program for seasonal, expanded tram service. Approval for parking credits must be granted by City Council.
 - 2. Parking for Senior Housing.** Parking requirements for housing projects with units committed to long-term, low-income, senior citizen's housing may be reduced or waived as specified in Chapter 25.52.
 - 3. Surface Parking Lots.** All surface parking lots shall provide, at a minimum, a four-foot wide landscaped setback adjacent to all street frontages, excluding necessary driveways. The Design Review Board may require additional buffering, if warranted by special circumstances.
 - 4. Parking Garages and Tuck-Under Parking Structures.** Whenever possible, the first floor above the parking garage or tuck-under parking structure shall be at grade of adjacent public sidewalks and further, shall not exceed five feet above grade along all other frontages; entrances to the structure should be located away from major pedestrian areas and the structure should be designed so as to minimize impacts on pedestrian views.

The following requirements shall apply to all parking structures which are part of a commercial or residential building and are not constructed as a structure dedicated solely to parking purposes.

- a. A minimum 4-foot wide landscaped buffer shall be provided for all areas of parking garages or structures which are above grade excepting where abutting a building.
- b. Properties may be permitted one driveway per 150 feet of street frontage. Such driveway shall not exceed 20 feet in width unless otherwise required for safety reasons, except where abutting a building.
- c. All parking structures shall be designed to provide consistency with the Downtown Design Guidelines pertaining to parking.

O. Alleyway Treatment. Projects which are for exterior alteration and which are located on a site with alley frontage may be required by the Design Review Board to provide alleyway frontage improvements, including display windows, entryways, architectural features and landscape treatment to enhance the alleyway elevation. Alleyway improvements shall be provided in a manner that is consistent with the Downtown Design Guidelines. Landscaping may also be required in accordance with Section C.1. Open Space and Landscaping.

P. Outdoor Display. Proper use of outdoor display will enhance the pedestrian experience in the downtown (refer also to Section Section III. Issue Statements and Policies, Topic 2: Pedestrian Orientation). Outdoor display of merchandise may be permitted subject to a conditional use permit, with the exception that outdoor display which is not visible to pedestrians from the public right-of-way is exempt from the conditional use permit requirement. All conditional use permit applications will be reviewed according to the following standards:

- 1. Outdoor displays shall not extend into the public right-of-way.
- 2. Outdoor displays shall not inhibit adequate ingress and egress to the building.
- 3. Outdoor displays should be innovative and enhance the unique character and diversity of the downtown.

4. Outdoor displays should be compatible with the building.
5. Outdoor displays which contribute to the pedestrian atmosphere of the downtown, such as flowers and magazine racks, should be encouraged.
6. Approval of the conditional use permit for outdoor display shall not produce an incremental effect which is detrimental to the city.

HISTORIC PRESERVATION

There are approximately 67 structures in the Central Business District identified on the City's Historic Resources List which are eligible for placement on the City's Historic Register. Placement on the Register provides property owners with significant preservation incentives such as parking reduction, setback flexibility, building code deviations and density bonuses. Structures placed on the Historic Register are subject to the provisions and incentives set forth in the Historic Preservation Ordinance, established as Chapter 25.45 of the Municipal Code.

FINDINGS REQUIRED FOR CONDITIONAL USE PERMITS WITHIN THE DOWNTOWN SPECIFIC PLAN BOUNDARIES

General Findings Required. In reviewing applications for Conditional Use Permits for the Downtown area, the Planning Commission shall evaluate each proposed use in order to consider its impact on the City. No Conditional Use Permit shall be granted unless all of the following findings can be made in addition to those required in Section 25.05.030.

1. The proposed use is compatible with surrounding land uses and is consistent with the intent and purpose established for the district in which it is located.
2. The proposed use does not conflict with the City's goal to establish and maintain a balanced mix of uses that serve the needs of both local and nonlocal populations.
3. The granting of the Conditional Use Permit will not produce an incremental effect of similar uses which would be detrimental to the City.
4. The proposed use will not generate excessive litter or further impact circulation patterns in the downtown area.

5. The use will contribute to the unique character of Laguna Beach and the qualities that provide the community a sense of identity.
6. The use does not result in the sale or dispensing of alcoholic beverages for off-premise consumption within two hundred yards of Main Beach.

Special Findings Required for Certain Uses. Due to their potential impact on the character of the community, it is necessary to require that special findings be made. In addition to the general findings required above, the following special findings for the uses identified below shall be made prior to granting of a Conditional Use Permit for said uses:

A. **Special Findings, Full-Service Restaurants.** The following special findings are required for "full-service" restaurants as defined in Section 25.08.032.

1. There are adequate facilities on-site for the closed storage of trash and garbage generated by the use. The storage area is designed so that it can be cleaned and the refuse removed without creating a public nuisance and without being placed on the public sidewalks or other public ways.
2. The business is not classified as a drive-in or fast-food restaurant.
3. Frozen desserts or other dessert items are incidental menu items.
4. A maximum public serving area for the restaurant has been established by the Planning Commission for the use.

B. **Special Finding, Take-Out Restaurants.** The following special findings are required for take-out restaurants as defined in Section 25.08.032:

1. There are adequate facilities on-site for storage of trash and garbage generated by the use. The storage area is designed so that it can be cleaned and the refuse removed without creating a public nuisance and without being placed on public sidewalks or other public ways.
2. The business is not classified as a drive-in or fast-food restaurant.
3. The service counter is located within the interior of the business premises and is located and arranged so that patron queues will be contained within the building.

4. Frozen desserts or other dessert items are incidental menu items.
5. All products sold for consumption off the premises will be placed in non-CFC (chlorofluorocarbon) containers.
6. The operator of the use authorized by this permit will be responsible for the clean-up of all on-site and adjacent public areas, including the sidewalks. A practical plan for monitoring and implementing this clean-up will be provided as a condition of the permit.

C. **Special Findings, Take-out Restaurants or Take-out Food Establishments Specializing in Certain Dessert items.** In addition to the special findings in Subsection (B) above, the following findings are required for take-out restaurants or food-service establishments specializing in certain dessert items such as ice cream, frozen yogurt, cookies, candy, etc.:

1. The business specializes in the sale of frozen products or other dessert items.
2. There is no more than a total of ten such establishments located within the Downtown Specific Plan Boundaries.
3. All products sold for consumption off the premises, with the exception of cones, will be placed in non-CFC (chlorofluorocarbon) containers.
4. The operator of the use authorized by this permit will be responsible for the clean-up of all on-site and adjacent public areas, including sidewalks. A practical plan for monitoring and implementing this clean-up will be provided as a condition of the permit.

D. **Special Findings, Retail Clothing Stores.** The following special finding is required for retail clothing stores:

1. The business is not primarily engaged in the retail sale of bathing suits or T-shirts.

E. **Special Findings, Art Galleries.** The following special finding is required for retail art galleries:

1. A substantial portion of the merchandise shall be original or limited edition art work.

F. Special Findings, Second-Story Exemption. The following special finding is required for exemptions to the height limit as permitted under Building Height Standards.

1. Granting of the conditional use permit will not result in an incremental or cumulative effect of second-story exemptions that adversely affect either the scale, character or diversity of building heights in the downtown or the public views of the beach, ocean and hillsides.

DEFINITIONS

Fast-food Restaurant. Fast-food restaurant means a business which provides quick food service for consumption on or off the premises in a facility, which is designed to serve a high volume of customers at a high turnover rate. These types of businesses usually have contractually or other arrangements to offer standardized menus, ingredients, food preparation, decor or uniforms. Such a restaurant may or may not provide seating, drive-in, and/or take-out services.

SECTION VI. IMPLEMENTATION PROGRAM

SECTION VI: IMPLEMENTATION

Introduction

The Downtown Specific Plan sets forth an assortment of land use controls in the form of policies, design guidelines and zoning regulations. Implementation of these elements will require a variety of actions involving both private and publicly owned property.

The Plan affects private property primarily through regulation of land uses and physical property improvements. Implementation of these regulations will be achieved largely through the conditional use permit and design review process utilizing the decision-making authority of the Planning Commission, Design Review Board and City Council.

The Downtown Specific Plan also identifies the need for a variety of physical improvements which focus on public facilities. As the Urban Design Plan illustrates, alleyway improvements, mini-parks, street lights and underground utilities can individually and collectively influence the aesthetic and functional appeal of the downtown. Since these improvements benefit both downtown property owners and the public at large, the successful implementation of such measures will require a sharing of costs by the public and private sectors. For example, a landowner may be expected to provide alleyway enhancements in conjunction with new development or an extensive remodeling or to replace sidewalk with a new paving pattern when the development project impacts the existing sidewalk. Public funds will also be necessary to achieve the policies of the Plan and to implement the improvements envisioned in the Urban Design Plan. In order to provide a comprehensive framework for these improvements, the following Capital Improvement Program is proposed.

Downtown Capital Improvement Program

The Capital Improvement Program is intended to establish the basic framework for public improvements in the Downtown. The program enables the City to implement these improvements in context with a comprehensive plan, while taking into account the availability of funds and improvement priorities. The Urban Design Plan, described in Section IV of this Specific Plan, establishes the particular components of the Capital Improvement Program. These include textured crosswalk and street intersection treatments, additional traffic signals, and alleyway and landscaping improvements. Such improvements will enhance the public downtown spaces and play an important role in encouraging private rehabilitation of existing downtown buildings.

A summary of the estimated costs for the proposed Downtown Capital Improvement Program is provided in Exhibit F. The estimate is intended to provide a general representation of costs associated with the program; however, more detailed cost estimates, design work and scheduling will be necessary with implementation of any single component of the Capital Improvement Program and/or establishment of long-term funding sources for these improvements.

The total cost for the entire package of downtown public improvements is \$5,200,000 (1988 dollars), as shown in Exhibit F. As noted in the Exhibit, \$190,000 for a traffic light and a downtown mini-park are already included in the City's 5-year capital improvement program. The most expensive capital outlay is in the initial phases for undergrounding utilities and installation of new street lights for a total cost of \$3,910,000. Surface treatments for alleyways, crosswalks and intersections, and landscape areas costs roughly \$735,000. Covering the flood control channel for a pedestrian walkway costs approximately \$275,000.

The improvements identified in Exhibit F are listed in order of increasing costs. Ideally, if the entire capital improvement package is implemented, the utilities would be placed underground and the street lights installed before the surface treatments are put in place. Each item, however, is actually independent of the other and could be implemented in any order deemed feasible or convenient. Improvements could also be prioritized by area, with the "core" downtown designated as the highest priority.

Funding

As noted above, the entire package of capital improvements envisioned for the downtown costs in excess of five million dollars. The potential funding sources, discussed below, include public and private sources of funding.

I. Funding Sources for Downtown Improvements

A. Festival Lease Revenue

Based on a 15-year lease agreement, which was renegotiated in 1987, the City receives revenue from the Festival of the Arts. The specific amount of revenue may vary because it is based on 13-3/4 percent of gross Festival income from all sources. Projected Festival revenue for the 1988-89 fiscal year is \$360,000. In the year 1998, the Main Beach Park bonds will be paid off and in the year 2001 the current festival lease will expire. At that time, it would be possible to renegotiate the lease agreement and allocate the Festival revenue toward Downtown Improvement Projects.

B. Streetscape Improvement In-lieu Fee

A fee system for new development, including remodeling, could be established as a way of charging developers for off-site improvements. This streetscape improvement fee would work in much the same way as the "Art in Public Places" program does. The in-lieu fee would be charged as a percentage of the project valuation (estimated for the building permit).

Eligible projects could include all exterior alterations, expansions and new development. In order to encourage rehabilitation of existing buildings, the percentage charged to exterior alterations could be minimal (such as 1 percent or less), while the percentage charged to expansions and new development could be much higher (perhaps in the range of 5-10 percent).

Money generated from the fee system could either be held until sufficient funds were available to complete an entire phase (or phases) or alternatively, improvements could be completed in smaller increments as money became available. Collecting enough money for the entire downtown improvements package would likely take more than 15-20 years, but it might take only 2-3 years to collect sufficient funds to provide textured paving for selected alleys and crosswalks.

C. Capital Improvement Fund

Downtown capital improvement projects could compete with other public improvements for limited capital improvement fund money. City revenues which are allocated to this fund include the building construction tax and parking meter fines.

Several downtown improvement projects are already included in the City's 5-Year Capital Improvement Plan. The traffic light at Beach/Broadway is listed as a 1988-89 project and a downtown mini-park is a suggested project for 1990-91.

Funding of downtown improvements on a larger scale than that already planned is unlikely; but if the downtown improvements are deemed a high enough priority, capital improvement fund money could be used in combination with other funding methods that by themselves might not produce adequate monies.

D. Parking Meter Revenues

Funding for a number of proposed capital improvements for the downtown has been discussed in the recent Parking Meter Rates and Policies Study. After consideration of the study, City Council determined that the parking meter revenues would be used to provide, maintain or enhance parking-related items in the downtown.

F. Park In-Lieu Funds

Park in-lieu fees are assessed against new subdivisions. Funds collected are allocated to the construction of new parks. While it would be possible to use park in-lieu funds toward the development or enhancement of mini-parks in the downtown, allocation of such funds would have to wait until new subdivisions are approved and the fees are collected.

G. Housing In-Lieu Funds

Housing in-lieu fees are assessed against residential projects of three or more units. These funds are to be used for the development of affordable housing (low- or moderate-income). Under the Downtown Specific Plan, low-income senior housing is encouraged through policy statements and the use of incentives. In addition, housing in-lieu funds could be used to help provide low-income senior housing in the downtown.

H. Art-in-Lieu Funds

The Art in Public Places Program requires certain types of development projects to provide for the acquisition and installation of public art works. Instead of acquiring and installing art work, project applicants may pay an in-lieu fee to the Art in Public Places Fund. Money collected in this fund may be used for downtown improvements that further the intent and purpose of the Art in Public Places Program.

I. Other Programs

Programs utilized by other cities have successfully financed streetscape improvements in downtown areas. The "Adopt-A-Brick" program is one where a city sells sidewalk bricks for \$100.00 each; the buyer's name is engraved on the brick and placed name side up on the sidewalk. The revenues generated from the program help finance street furniture and building facade improvements (via a revolving fund to provide low-interest loans). The City of Laguna Beach currently has a program where people may donate public improvements. An expanded version of the existing program, including a public relations campaign, could provide a small-scale source of funding.

Private fund raising could also provide supplemental funds for downtown improvements. For example, merchant association groups could sponsor fund raising events where a percentage of the raised money could be used for improvements that would benefit the downtown.

J. Allocation for Undergrounding Utilities

The City receives approximately \$75,000 each year from the Edison Company to be used for undergrounding utilities.

Pacific Coast Highway has been a high priority area for undergrounding, but that effort will be completed in the next few years. Another high priority area for undergrounding is Laguna Canyon Road. Depending on the assignment of priority, this yearly allocation could be used for undergrounding utilities in the downtown.

II. Funding Sources Considered But Not Recommended At This Time

A. Assessment District

An assessment district could be established to require existing land owners and new development in the downtown to cover all or a portion of the cost of capital improvements. Establishment of an assessment district is subject to the Majority Protest Act; thus if written protest is received from at least 51 percent of the property owners, a 4/5 Council vote would be required to overrule the protest.

Although assessment districts are often unpopular, there are benefits to this type of funding alternative. Bonds can be issued with a payback period that can range from 5 to 40 year periods, and the method of assessment can be tailored to suit the individual district. It should be noted that assessment districts have been very difficult to establish in Orange County and, in fact, assessment districts may lead to intensification as property owners try to increase revenues to offset assessment fees. In addition, an assessment district might result in unfair distribution of the financial responsibility for long-term improvements to property in the CBD since the majority of leases in the area are triple net whereby the tenant rather than the property owner would pay any assessed fees.

B. Redevelopment Funding

The California Redevelopment Law, State Health and Safety Code, gives local communities the authority to create a public agency for the purpose of promoting economic growth and building public improvements. These agencies finance their activities through tax increment financing, whereby capital investments are retired through anticipated increases in property tax resulting from redevelopment of the area. Redevelopment projects often result in an intensification which would be inconsistent with many policies of the Specific Plan. Prior to any consideration of redevelopment funding, a full economic study would be required.

Implementation Measures

Certain additional actions are either desirable or essential to effectively carry out the Downtown Specific Plan. They include:

1. Codify the development standards of the Specific Plan into the City's Zoning Code as part of the adoption of the Specific Plan.
2. Within six months of the adoption of the Specific Plan, define the specifics of a Capital Improvement Design Plan for the downtown, such as surface paving, street lighting and landscape guidelines.
3. Within six months of the adoption of the Specific Plan, adopt an in-lieu transit fee program as mitigation for projects which require parking on a temporary basis.
4. Within one year of the adoption of the Specific Plan, develop information brochures, as necessary, to explain programs related to the Downtown Specific Plan.
5. Develop and adopt a specific plan for the Central Bluffs area.
6. Develop a Master Plan for the Village Entry site, which includes methods of financing and accommodates, if feasible, the short-term goal of a pedestrian walkway covering the flood control channel.
7. Consider increases in staffing to provide staff reports to the Design Review Board on significant downtown projects as budget considerations allow.
8. Beginning with Fiscal Year 1989-90, consider setting aside funds for the planning and initial implementation of the Capital Improvement Program (Exhibit F). Effective 1998, following the payoff of Main Beach Park bonds, the revenues received from the lease agreement with the Festival of the Arts shall be used for the continued implementation of the Downtown Capital Improvement Program.
9. The Downtown Specific Plan should be periodically reviewed to assure that the specified goals are being achieved. Professional studies should be undertaken as required as part of this review process.

EXHIBIT F

Capital Improvement Program Cost Summary

ITEM 1 Additional street trees (estimated number of trees is consistent with a recent street tree study completed by the Municipal Services Department). Further analysis may be necessary to evaluate the landscaping opportunities in the Downtown area. **\$10,000**

ITEM 2 Additional traffic lights:
Broadway/Beach (included in the 5-year capital improvement program, installation scheduled for 1988-89) **\$90,000**
Festival Entrance **\$90,000**

ITEM 3 Mini-park (the Urban Design Plan shows a mini-park location beside the library). Although a location has not been specified, a downtown mini-park is included in the 5-year capital improvement program. Construction is listed as a possible project in 1990-91. **\$100,000**

ITEM 4 Textured paving (brick) for four alleyways in the downtown. **\$245,000**

ITEM 5 Textured paving (brick) for crosswalks and street intersections as shown on the Urban Design Plan. **\$480,000**

ITEM 6 Flood Control Channel Pedestrian Walkway: The cost estimate is based on installing a wooden "boardwalk" over the channel. **\$275,000**
(As an alternative, a walkway could be created with "spancrete" which has a higher installation cost but lower maintenance cost.)

ITEM 7 Installation of new street lighting, including new conduit. Ornamental poles, 15' high, installed throughout the Downtown Specific Plan Area = 161 poles @ \$7,140 per pole. **\$1,150,000**
(To reduce costs, a standard 15' pole which is a shorter version of the existing poles could be installed for a total cost of \$490,000 or approximately \$3,050 per pole. These poles overhang the street and therefore could not be installed on Broadway and Pacific Coast Highway due to Caltrans' restrictions.)

ITEM 8 Undergrounding of all utility lines within the entire Downtown Specific Plan Area. **\$2,760,000**

TOTAL COSTS - \$5,200,000

U.C. BERKELEY LIBRARIES



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